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"THE ROLE OF SUCCESSIVE TOWN AND CITY COUNCILS
IN THE EVOLUTION OF EDMONTON, ALBERTA, 1892 TO 1966"

by

EDMUND HERBERT DALE

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES IN
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1969

SPRING

ABSTRACT

C.S.

THE UNIVERSITY OF ALBERTA
FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "The Role of Successive Town and City Councils in the Evolution of Edmonton, Alberta, 1892 to 1966", submitted by Edmund Herbert Dale in partial fulfilment of the requirements for the degree of Doctor of Philosophy

Date..... May 12, 1969

ABSTRACT

This study, which falls within the field of 'political-urban geography', is a methodical examination of the complicated processes by which local government decisions have shaped and are still shaping the growth and development of Alberta's capital. It has involved study of a wide range of unpublished material in the archives of the City of Edmonton. This material includes the Minutes of the Council Meetings; reports submitted to the Council by the City Commissioners, the various departments of the civic administration, and consultants and firms engaged by the City to make surveys or special studies; signed agreements and contracts of the City with second parties; the City's correspondence files; related Statutes of Alberta; and interviews with civic officials, past and present. The somewhat tedious method of analysis of successive policy decisions and actions of the Town and City Councils of Edmonton has been necessary but also rewarding; similarly it was necessary to study the interventions and related actions of vested interests and other private groups.

The study conveniently lent itself to a division of the time sequence, 1892 to 1966, into three periods: the pre-World War I and post-World War II periods of rapid growth, and the interwar years of slow growth. Special difficulties arose in the simultaneous treatment of the processes, stages and trends of growth. These difficulties were overcome by the use of threefold time sequence just mentioned and by cross references. After a study in depth of the processes that shaped development in each of

the three time periods, an attempt has been made to show the geographical significance of the development trends. Therefore, although the approach is historical, the results are geographical.

Other difficulties were the omission of relevant facts from the City's records before World War I. These records were often badly kept. But owing to the rich source of documentation, missing links could easily be replaced.

The study reveals that Edmonton's phenomenal growth, though arrested by World Wars I and II and the two economic depressions that occurred between them, owes much to policies devised and vigorously applied in turn by Town and City Councils. During the pre-World War I period the Councils strove to reduce the early isolation of this remote northern community by railway promotion and thereby expose it to external stimuli. In like manner, the Councils "sold" Edmonton at home and abroad, and by inducements lured immigrants and entrepreneurs alike to settle in the city. The promotional policies of the Council were temporarily halted during World War I. Nevertheless, the Council attempted to renew these policies after the war, but they were less significant than other public policies that were adopted to acquire and dispose of lands that were in tax arrears. About 50 per cent of the city's building land was involved, and this contributed greatly to rapid planning and development of Edmonton after World War II.

The promotional policies were actively renewed during World

War II when Council seized the opportunity to sell the facilities of its airport to the Federal Government and thus lured branches of the aircraft industry to Edmonton. This and very modest economic development during the period contrast sharply with the major development in the period after World War II when the Council promoted the city with considerable vigour. The Council's policies were greatly helped by the discovery and development of oil and natural gas. Together with other public decisions on the use of public and private lands, these policies accounted in part for a rapid population growth, expansion of the city to provide more residential and industrial space, and for effective planning of the city.

The study thus shows that throughout the three periods examined the Council's involvement in public and private land development has been constant. While public policies on the use of publicly-owned land have not changed substantially, as attested by the development of the public parks and recreation areas, the Municipal Airport and the Civic Centre, there have been significant changes in the policies on the use of privately-owned land.

From this analysis it is concluded that the development of Edmonton illustrates decision-making processes which are closely interwoven. The processes have had morphological implications documented in the land use of Edmonton. Since the line of approach appears valid and leads to geographical results, urban geographers might find the method of analysis, though tedious, very rewarding.

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To attempt an investigation of this breadth and depth without the kind cooperation of those who are in a position to give help would be virtually impossible. It is fitting, therefore, that the assistance, so readily and generously given, by so many should be acknowledged. That acknowledgement is made with singular pleasure and considerable gratitude.

The Edmonton City Council, His Worship Mayor Dantzer, and City Commissioners Messrs. D.B. Menzies and J.M. Tweedle must take precedence, for they permitted free access to the files of the City and to every Department of the civic administration, and authorized heads of Departments to cooperate. The Council even voted a grant for the hiring of four very capable high school students to map certain relevant data from the Land Department files.

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 Secretary

The Parks and Recreation
Department:

Mr. R. B. Wilson

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 Electric Light Dept.
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 Telephone Dept.
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 Telephone Dept.

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CONTENTS

	Page
ABSTRACT	i
ACKNOWLEDGEMENTS	iv
CONTENTS	viii
FIGURES	x
TABLES	xiii
INTRODUCTION	xvi
SECTION I: THE PERIOD 1892 TO 1914: COUNCIL'S ATTEMPTS TO CREATE AN ENVIRONMENT ATTRACTIVE TO PRIVATE INVESTMENT AND DEVELOPMENT	1
CHAPTER I Council's Promotional Policies: Railways, Immigration and Industry	2
CHAPTER II Council's Policies on the Expansion of the Urban Area: Utilities, Boundary Extensions and Subdivision Control	54
CHAPTER III Council's Policies on Public and Private Land Development: Planning Controls: Parks, Recreational Areas and Cemeteries; Civic Centre	117
CHAPTER IV Morphological Implications of Council's Policies	145
SECTION II: THE PERIOD 1915 TO 1945: COUNCIL'S INTERVENTION IN PRIVATE AND PUBLIC LAND DEVELOPMENT	152
CHAPTER V Council's Land Acquisition and Disposal Policies	153
CHAPTER VI Council's Policies on the Use of City-owned Land: Parks, Recreational Areas and Cemeteries	182
CHAPTER VII Council's Policies on the Use of Privately-owned Land	209

CHAPTER VIII	Council's Promotional Policies: Airport and Industrial Development	237
CHAPTER IX	Morphological Implications of Council's Policies	282
SECTION III: THE PERIOD 1946 TO 1966: COUNCIL'S INTERVENTION IN PRIVATE AND PUBLIC LAND DEVELOPMENT		293
CHAPTER X	Council's Policies on the Expansion of the Urban Area	294
CHAPTER XI	Council's Policies on the Use of Privately-owned Land: Town Planning Without a Plan	323
CHAPTER XII	Council's Policies on the Use of City-owned Land: Parks and Recreational Areas	369
CHAPTER XIII	Council's Policies on the Use of City-owned Land: Civic Centre	421
CHAPTER XIV	Council's Promotional Policies: Airport Development	461
CHAPTER XV	Council's Promotional Policies: Industrial Development	496
CHAPTER XVI	Morphological Implications of Council's Policies	531
CHAPTER XVII	Conclusions	541
APPENDICES		553
BIBLIOGRAPHY		582

FIGURES

		Following Page
1	The Low Level Bridge, 1902	11
2	The Low Level Bridge, 1966	11
3	Construction of the High Level Bridge, 1914	15
4	The High Level Bridge, 1966	15
5	The High Level Bridge, 1966	15
6	Land Use (1914 Generalized)	19
7	The Beechmount Subdivision (up to 1914)	35
8	Net Assessment, Building Permits, Population 1892 to 1966	47
9	Boundary Extensions 1892 to 1964	105
10	River Lots, Edmonton Settlement, N. W. T., 1892	112
11	Grid Plan Superimposed on Old River Lots, Edmonton Settlement, N. W. T. 1903	113
12	Subdivisions, 1912	115
13	Parklands (Before 1915)	133
14	Developed and Undeveloped Areas, 1921	147
15a	Municipal Land Transactions, 1902-1929	164
15b	Municipal Land Transactions, 1920-1929	165
16a	Municipal Land Transactions, 1930-1945	164
16b	Municipal Land Transactions, 1930-1945	165
17a	Municipal Land Transactions, 1946-1954	164
17b	Municipal Land Transactions, 1946-1954	165
18a	Municipal Land Transactions, 1955-1966	164
18b	Municipal Land Transactions, 1955-1966	165

19	City-owned Lands at end of 1966	171
20	Parklands - Acquisitions, 1919-1945	188
21	The Highlands Golf Course	193
22	The Edmonton Cemetery and the Roman Catholic Cemetery 1915-1945	200
23	The Beechmount Subdivision	202
24	Land Use (1930 Generalized)	211
25	District Map (Zoning By-law No.26, 1933)	218
26	Proposed Civic Centre Area, 1937	234
27	Municipal Airport Development (1924-1945)	237
28	Municipal Airport - Land Acquisition, 1920-1929	238
29	Railways, 1915-1945	273
30	Land Use Map 1945	283
31	Non-Residential Streets and Avenues, 1923	288
32	Recommended Extension (McNally Report 1956)	296
33	Replotting Schemes, 1947-1966	337
34	Southwest Sector (Proposed Order of Development)	345
35	Northeast Sector (Proposed Order of Development) 1961	346
36	American Railhead, 1963	349
37	Interim Development Control, Apartment Districts, 1963	353
38	Parklands: Acquisitions, 1946-1966	395

39	Edmonton City Centre, Detwiler Plan, 1950	425
40	Edmonton City Centre, Detwiler Plan, 1950	425
41	Proposed Civic Centre, Webb & Knapp (Canada) Ltd., 1962	433
42	Civic Centre, The City Planning Department, 1962	439
43	Municipal Airport - Land Leases, 1947	461
44	Municipal Airport - Post World War II Development	485
45	Industrial Areas, 1966	510
46	Neighbourhood Units, 1966	533
47	Land Use (1965 Generalized)	537

TABLES

		Page
I	Council's Paid Advertisements of the Edmonton District, 1892-1914	26
II	Lands Purchased by City of Edmonton for Industrial Purposes, 1911 & 1912	35
III	Extension of Utilities to City's Industrial Properties, 1912	38
IV	Applications for City of Edmonton's Inducements and City's Approval, 1892-1914	42
V	Amount Spent on Publicity by some Canadian and United States cities, 1913	52
VI	Telephone Exchanges and Number of Telephones in Operation, 1905	81
VII	Comparative Summary of Results of Operation of Utilities, 1902-1914	105
VIII	Area of City of Edmonton, 1914-1966	110
IX	Land Assembly for Civic Centre, 1913	144
X	Money By-Laws Passed by Council 1913-1917	156
XI	Tax Levy, Tax Arrears, 1916-1945	159
XII	Calculation of Building Land (in square units), 1945	166
XIII	Land Transactions, 1920-1929	168
XIV	Land Transactions, 1930-1945	169
XV	Land Transactions, 1946-1954	170
XVI	City Lands Sold, 1955-1966	171
XVII	City's Land Purchase in Southeastern Edmonton, 1951 and 1954	172
XVIII	Edmonton's Lease of Parklands to the Mayfair Golf Club Ltd., 1930 and 1934	191

XIX	Lands Leased to Highlands Golf Club Ltd., 1929	194
XX	Organizations Represented on the Town Planning Committee, 1927	213
XXI	Properties owned by City in the Proposed Civic Centre, 1926	232
XXII	Properties Privately-owned in Proposed Civic Centre Area, 1926	233
XXIII	Edmonton's Northern Trade, Handled by Canadian Airway Ltd., Mackenzie Air Service Ltd., and United Air Transport, 1935	247
XXIV	City of Edmonton's Investments in its Municipal Airport, 1924 to Jan. 1939	250
XXV	Airport Extensions, Resulting from the 1937 Agreement with Federal Government	251
XXVI	Airport Extension and Development, 1937-1940	255
XXVII	Lands Acquired by the Federal Government as its Contribution to the Edmonton Municipal Airport, 1942	261
XXVIII	Capital Expenditure of the Dominion and United States Government on the Edmonton Municipal Airport, 1924-1945	263
XXIX	City-owned Industrial Land Adjacent to Railways, 1929	271
XXX	New Industries in Edmonton, 1926-1929	275
XXXI	City of Edmonton's Assistance to New Industries, 1925-1933	277
XXXII	City of Edmonton's Inducements to Canada Packers Ltd., 1935	279
XXXIII	Land Annexation - South and Southwest Edmonton, 1959	310

XXXIV	City of Edmonton's Acquisition of the American Railhead, 1955	352
XXXV	Amendments to Interim Development By-law No. 1339, 1951-1959	361
XXXVI	Money By-laws Passed - Park Improvement and Recreational Facilities, 1954-1957	373
XXXVII	Park Expenditure and Revenue, 1947-1966	374
XXXVIII	Recommended Minimum Standard of Active and Passive Recreation Facilities for Edmonton, 1965	381
XXXIX	Airport Traffic, 1946-49 and 1950	463
XL	Employment and Payrolls of Industries Located on the Municipal Airport, 1961	478
XLI	Edmonton's Industrial Development 1951-1953	509
XLII	Edmonton's Industrial Development 1955-1966	510
XLIII	City-owned Industrial Land, 1965	515

INTRODUCTION

Throughout North America and Europe in recent years the branch of geography termed "urban" has been given marked emphasis.

Wooldridge and East, writing in 1950, stated that it "bids fair to provide us with some of the generic concepts which are so deficient in the earlier 'human geography'¹". Certainly much - of very unequal value - has been written in the field of urban geography, to which the approaches are as varied as they are interesting. But from the literature examined it can be said with a measure of certainty that not enough work has been done by urban geographers to reveal and assess the historical development and underlying political and social factors that shape, and thus explain, the development of towns and cities. In short, what has been called "political-urban geography" is in its infancy². Admittedly some urban studies have a political aspect but this amounts to no more than a discussion of the forms of city government, political parties, voting patterns, and civic administration. Such studies fail to analyse intensively the political process at the urban level. Such mundane considerations as relate to

¹S. W. Wooldridge and W. G. East, The Spirit and Purpose of Geography, Hutchinson University Library, London, 1960 (6th impression), p. 52.

²The term "political-urban geography" is not accepted by all political geographers, many of whom confine their attention to municipal government or administration. But urban politics is assuredly a process of community decision-making, significant enough to change, or to decide, the fate of the community. Since other public decisions are involved, the political process is something more than municipal administration.

subdivision regulations, zoning, land use and urban renewal, the construction of streets and sewers, the provision of other city services, tax rates on real property, property assessment, and a host of others are often ignored. Yet these fall wholly within the realm of urban politics, and to a great extent explain the development of the whole urban scene.

Exceptions to the above are few. Howard Nelson attempted in a paper in 1952 to show the political factor in the urban geography of the Vernon area of California³. This suggestive study, however, was not developed at length. But the torch has been taken up by other geographers, including Raymond Vernon, Director of the study of New York Metropolitan Region, who has given an interpretation of the principal findings of a series of books on the forces that shape metropolitan areas, in particular the New York Metropolitan Region⁴. More recently Peter Smith, admitting that "the role of public decision-making in urban development has received little critical examination", has attempted in two papers on Scottish towns to show the influence of political action on the morphological evolution of these towns. In the one he showed

³ H. J. Nelson, "The Vernon Area, California: A Study of the Political Factor in Urban Geography," Annals of the Association of American Geographers, Vol. 42, pp. 177-191, 1952.

⁴ R. Vernon, Metropolis 1985, Harvard University Press, Cambridge, Mass., 1960.

that the public inquiry is one of the many channels by which political urban decisions can be made and effected, for it has been an agent in the evolution of the urban morphology of Falkirk, Scotland⁵. In the other he shows how, with the passing of the New Towns Act of 1946 in Britain, government policy has entered into the construction of new towns in Scotland⁶.

Similarly Meyerson and Banfield, in their book on public housing in Chicago, attempted to show the nature and sequence of important decisions that entered into the location of subsidized housing projects in the City of Chicago⁷. They hoped that their study would "further the development of the theory of decision-making".

⁵P. J. Smith, "The Public Inquiry as an Agent in the Evolution of Urban Morphology: The Case of Falkirk, Scotland". Paper given at the Conference, "Focus on Cities", Institute of Social Research, University of Natal, July 1968.

⁶Idem., "Changing Objectives in Scottish New Towns Policy", Annals of the Association of American Geographers, Vol. 56, No. 3, 1966, pp. 492-507.

⁷M. Meyerson and E. C. Banfield, Politics, Planning and the Public Interest, Glencoe, The Free Press, 1955.

Other published works in urban geography discuss how, in varying degree, political decisions affect the development of urban morphology⁸,

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- ⁸ See E. C. Banfield, Political Influence, A New Theory of Urban Politics, The Free Press, New York, 1963;
- Idem., Urban Government, The Free Press, New York, 1961;
- E. C. Banfield and J. Q. Wilson, City Politics, Harvard University Press and M I T Press, Cambridge, Mass., 1963;
- J. C. Bollen and H. J. Schmandt, The Metropolis, Its People, Politics and Economic Life, Harper and Row, New York, 1965;
- P. M. Hauser and L. F. Schnore, The Study of Urbanization, John Wiley & Sons Inc., New York, 1967;
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- L. F. Schnore, "Municipal Annexations and the Growth of Metropolitan Suburbs 1950-1960", The American Journal of Sociology, Vol. 67, 1962, pp. 406-417;
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- J. F. Zimmerman, Government of the Metropolis, Selected Readings, Holt Rinehart and Winston Inc., New York, 1967.

but these are few relative to all those that are published in urban geography. Still others discuss these decisions in the context of planning⁹. It is dearth of investigations into the many intricate processes of growth, especially those that arise from the decisions made by a Town or City Council, that has largely prompted this study. As no studies were found, except those mentioned above, the challenge to attempt an enquiry into this aspect of urban geography was therefore altogether irresistible.

⁹ See A. A. Altshuler, The City Planning Process, A Political Analysis, Cornell University Press, New York, (3rd printing), 1967;

F. S. Chapin Jr., Urban Land Use Planning, University of Illinois Press, Urbana, 1965;

C. M. Haar, Land-Use Planning, A Case Book on the Use, Misuse and Re-Use of Urban Land, Little, Brown and Co., Toronto, 1959;

T. J. Kent Jr., The Urban General Plan, Chandler Publishing Co., San Francisco, 1964;

H. S. Perloff (ed.), Planning and the Urban Community, University of Pittsburgh Press, 1961;

E. L. Schnore and H. Gagin, "Urban Research and Policy Planning", Urban Affairs Annual Reviews, Vol. 1, 1967.

The research has been inspired, as it has been made possible, by a second consideration, namely the recency of Edmonton's history, the rapidity of its growth, and the availability of its civic records. Indeed, Edmonton's spectacular growth over a relatively short period of seventy-five years is sufficiently arresting to invite analytical examination. Despite the many historical accounts of early Edmonton, the systematic recording of its development begins with the incorporation of the Town in 1892, when for the first time, Minutes of the Town Council were recorded and preserved. The development of the Town before 1892 may be surmised from contemporaneous accounts, romantic novels on the great North West and other sources, but no evidence is either as reliable or complete as that gleaned after 1892 from the Minutes of the meetings of the Council and from various reports made to it. In fact the Minutes of the Edmonton Town and City Council meetings are as complete as one would hope to find, though other relevant records, especially those between 1892 and 1925, are often less so.

The growth of the city was most marked during two periods of about twenty years, the first immediately before World War I and the second beginning about 1949. These were separated by a period of relative standstill, though there were spasms of growth within this period. The first stage was the economic upsurge from 1892 to 1913 when vital urban elements were established. The second was largely a period of economic depression between World Wars I and II when much land was forfeited to the City for taxes. The

third coincided with a second economic boom after World War II.

In terms of physical planning and development, however, the war years formed the most significant break points because there was a virtual cessation of activity. The chronological division of the study was therefore organized around the periods 1892 to 1914, 1915 to 1945, and 1946 to 1966.

The span of time, short even in North American history is long enough for detailed research of this nature. Yet the whole had to be considered because of the nature of historical developments. The actions taken by Council to initiate development at one stage sometimes did not materialize until at a later stage. For example, the Civic Centre development was initiated by Council in 1913, but even by 1966 was only partially fulfilled. Again, the significance of the tax-forfeited lands which came to the City between 1920 and the 1930s was not revealed until after World War II when these lands made for an easy execution of replotting schemes and for the development of the outer areas of the city into pleasing neighbourhood units. And the folly of the City's attempt to plan the city without a plan, beginning in 1913, was not fully appreciated by Council until 1950. Therefore to have ended this study at say either 1914 or 1945 would have led not only to partial understanding but to a less meaningful appreciation of the underlying historical facts.

The task, then, was to examine the role of successive Town and City Councils of Edmonton, that is, the effects of public decision-making; in the hope of arriving at an understanding of those processes of urban growth that have contributed to the rapid development of this

northern city. Yet, merely to explore the Council's policies on land development is not in itself geographical, though the policies themselves have geographical implications. These become evident and understandable only when the policies are closely examined. In short, to assess the Council's role in the morphological evolution of Edmonton requires an examination of the Council's policies, hence the approach followed in this study. After an examination of the policies adopted during each of the periods mentioned, an attempt has been made to underline the spatial consequences and morphological implications of these policies.

The method of analysis adopted was the examination of the Minutes of the weekly meetings of the Town and City Councils from 1892 to 1966 - a tedious but rewarding task. Soon it was realized that the Council Minutes, though vital, were insufficient, and that additionally the many reports submitted to the Councils would need to be examined, as also the signed City agreements and contracts, correspondence files (especially the City Commissioners'), maps and plans, microfilms, certain City records (especially the Land Department's), and some Statutes of the Government of Alberta. It was found necessary, besides, to consult officials who serve or had served the City.

A major difficulty experienced was the arrangement of the material. To have discussed the development under topics or headings through specified periods would have missed the trend of development of the whole city during such periods, and to have adopted a chronological

order would have ignored the stage of development achieved at successive periods. But since the processes that are shaping the development of the city must be considered in a time sequence (and both stage and process are interlocked), and since the stages of development seemed the more important, this method was adopted and the difficulty arising from the time sequence was met by cross references.

The approach has thus been necessarily historical, since the sources of the study are largely unpublished records, but the study itself tells much of geographical importance and interest that was not hitherto known. While it does not forecast trends, it reveals those which operated in the past and those which are still operating. Though here and there it suggests changes, it is not a call to action. It offers, above all, a genetic explanation of the processes of growth of a rapidly developing city. As such it permits, hopefully, "the recognition of the significant", and seeks to contribute to understanding the nature and spirit of the city. Further, it is hoped that the study may be helpful to the Provincial Government and the City of Edmonton as a background to the future planning of the city, for this should rest on a proper appreciation of it as it now exists, thanks to the energies of its citizens over the last seventy-five years. More generally, the conclusions drawn from this study may even benefit other urban areas in their struggle to develop themselves. Perhaps, too, the method of analysis applied in this thesis may excite or encourage others to unravel

the past of urban areas of comparable size and recent growth, if such are not daunted by the heavy labour and complexity of the researches involved.

SECTION I

THE PERIOD 1892 TO 1914: COUNCIL'S ATTEMPTS TO CREATE AN ENVIRONMENT ATTRACTIVE TO PRIVATE INVESTMENT AND DEVELOPMENT

This section comprises Chapters I to IV inclusive, and attempts to show the important decisions the Councils made to organize and develop Edmonton from its incorporation in 1892. The processes of decision-making are examined in detail to show the spatial implications of the Council's actions.

CHAPTER I

COUNCIL'S PROMOTIONAL POLICIES:

RAILWAYS, IMMIGRANTS, INDUSTRIES

1. RAILWAYS

Immediately after town status had been conferred on Edmonton, the Town Council set about creating an environment suitable to private investment and development. The establishment of better railway facilities for Edmonton was one of the most important steps.

In 1891 a branch line of the Canadian Pacific Railway, the Calgary and Edmonton Railway, had been extended from Calgary to Strathcona, about two miles south of Edmonton. As the only incorporated town in the area, which is now central and northern Alberta, Edmonton was a natural service centre and market. Yet its development as a trade centre was greatly retarded by the conveyance of goods from the Strathcona Station to the south bank of the river, thence by ferry to the north bank, and finally up the steep banks of the river. The difficulty was considerable, the cost high. As long as the river remained unbridged and Edmonton lacked satisfactory railway connections, the town could never exploit its strategic position. To leap the North Saskatchewan River at Edmonton with traffic bridges

then, and to bring railways from the south and east were the cardinal problems that taxed the energies of the Edmonton Town and City Councils for over two decades. The minutes of the Councils for that period bear testimony to this.

Early in 1892 the Council sent a deputation to Ottawa to petition the Federal Government for a bridge across the river. Apparently no action was taken, for later that year the Council called a general meeting of the ratepayers to discuss a proposed petition to the Government to build a bridge across the North Saskatchewan River at Edmonton.¹ The meeting unanimously authorized the Council to offer the Government 25 per cent of the cost of the traffic bridge, and pledged support to a debenture by-law, provided that the bridge was placed from River Lot 8 to River Lot 17. The meeting also authorized the Council to procure rights-of-way to the bridge within the town.

Altogether on at least three occasions in 1893 and 1894 the Council approached the Minister of Public Works with no result.² In 1895 the Council withdrew its offer of the cash bonus.³ The reasons it gave

¹Minutes of Council Meeting, November 23, 1892.

²Ibid ., June 19, 1893; November 15, 1893; March 7, 1894.

³Ibid ., December 2, 1895.

were various: the resolution was passed at a time when the people of the Edmonton district had been trying, without success, to get the Federal Government to construct the bridge; it was great injustice to the people of Edmonton that the Town should be expected to contribute anything whatever to the construction of the bridge; the ratepayers of Edmonton made the offer in the fear that otherwise the bridge would not be built; the ratepayers were being unjustly burdened, especially in view of the fact that many bridges had been built over navigable streams in the North West Territories and in no other cases had the Government received assistance. Accordingly the Council petitioned the Federal Government to provide unconditionally the estimated \$60,000 for the construction of the bridge, and to grant the Edmonton District Railway Company (which had proposed to apply for a charter of incorporation) a cash bonus of \$3,200 a mile for six miles of railway to be constructed from Edmonton to St. Albert, a town on the northwest outskirts of Edmonton.⁴

Incorporation of the Edmonton District Railway and its Failure to Materialize

Early in 1896 the Council sent the Mayor to Ottawa to make whatever arrangements he could with the Federal Government in connection

⁴Minutes of Special Meeting of the Council, December 2, 1895.

with the maintenance of the proposed combined railway and traffic bridge across the river.⁵ Simultaneously the Edmonton Board of Trade petitioned the Federal Government to build the bridge.⁶ The upshot of this was that the Council succeeded in getting the Government to pass a bill incorporating the Edmonton District Railway Company, and to agree to construct the traffic and railway bridge.⁷ However, delay in the construction of the bridge brought a petition from the ratepayers for the Council to offer the Federal Government a cash bonus of \$25,000 "toward the immediate construction of the combined railway and traffic bridge".⁸ This was ratified by By-law No. 137, passed on May 5, 1897. Now that there was certainty about the construction of the traffic bridge, the Council was even more anxious to provide the town with railway facilities and so find an agreement with the Edmonton District Railway Company, the basic terms of which demonstrate the Council's readiness to encourage the enter-

⁵ Minutes of Council Meeting, February 10, 1896.

⁶ Minutes of the Meeting of the Board of Trade, February 1896.

⁷ Statute of Parliament of Canada, Chapter 17 of the Statutes passed in 1896.

⁸ Minutes of Council Meeting, April 10, 1897.

prise:⁹

1. the Town would subscribe \$50, 000 for 500 shares of the capital stock of the Company on the condition that a capital stock of \$125, 000 was subscribed within three months from the date of the agreement;
2. no portion of the Company's line should be constructed until a link had been completed between the terminus of the Calgary and Edmonton Railway terminus at Strathcona and the town of Edmonton;
3. no contract for the construction of any part of the railway should be let, unless the entire cost of the complete construction of the paid portion of the line did not exceed \$175, 000.

As the Edmonton District Railway Company had been formed to secure railway connection for Edmonton by way of a combined railway and traffic bridge, the Company had hoped that the Federal Government would grant it a cash bonus of \$75, 000 to add to the Town's subscription of \$50, 000¹⁰. The Government, however, declined the request.

⁹ This agreement was signed on July 14, 1896.

¹⁰ Loc. cit.

the Town Council therefore asked to be released from its subscription. Before the agreement could be terminated, though, the Honourable William Pugsley of St. John, New Brunswick, requested a three-month option to purchase the capital stock, franchises, and other property of the Company. These terms were specified in an agreement signed on September 16, 1897. Again, to demonstrate what the Council hoped to achieve, the major terms of the agreement should be mentioned. The agreement bound Pugsley to extend a line from Strathcona to Edmonton within one year after the bridge was opened for traffic; run regular freight and passenger trains between Edmonton and Strathcona after the line was constructed, and in close connection with the corresponding trains of the Calgary and Edmonton Railway Company; and establish a steam boat service on the Athabasca River for freight and passengers within four years from the date of the agreement. The boats were to be operated on the waters of the Athabasca and Mackenzie rivers and those connected with them.

Thus, by the agreement, the Council hoped to provide the Edmonton area not only with railway connections from the south but to establish a continuous water route, broken only by necessary portages, from the Athabasca River to the Yukon River. In a joint letter to the Minister of Railways and Canals, which requested the usual railway

subsidy of \$3,200 a mile for the proposed railway to be constructed by the Edmonton District Railway Company, the Edmonton Town Council and the Edmonton Board of Trade expressed their belief that this was the best overland route and the best means of access to the rich gold deposits in the Peace, Omenica, Cassair, and Liard districts.¹¹ It was thus a bold attempt first to connect Edmonton with the south, and second to open the undeveloped north and its potential trading possibilities to Edmonton. This policy was to remain in the minds of the members of Council. It was illustrated the following year when the Council requested the Federal Government to have the trail from the Sturgeon River to Athabasca Landing surveyed as a public highway.¹² In like manner the Council urged on the Government the necessity of opening an all-Canadian route, via Edmonton, to the Yukon gold fields.¹³

Despite this agreement, despite its subsequent amendment to make Edmonton the regional headquarters of the railway and home of the

¹¹ This letter was dated August 12, 1897.

¹² Minutes of Council Meeting, February 27, 1897.

¹³ Ibid., August 11, 1897.

provincial workshops and all other workshops, and to provide the town immediately with a temporary station and two years later with a permanent station; and despite the persistent attempts of the Council to bring to fruition negotiations with the Edmonton District Railway Company, the railway was never constructed.

Negotiations with the Canadian Pacific Railway Company

The persistent attempts by the Edmonton Town Council to influence the Canadian Pacific Railway Company to extend the Calgary and Edmonton Railway from Strathcona to Edmonton were matched with inaction by the Company. The attitude of the Council to this seeming complacency of the Company may be gleaned from a draft reply to a letter from the Department of Public Works, which indicated that the Charter of the Calgary and Edmonton Railway Company was about to expire and that the Company had intended to apply at the next session of Parliament for an extension of time. As the Council felt that the Company had been operating "most prejudicially and unjustly" against Edmonton, and because the Council feared that the Company might not extend its line across the river to Edmonton, it petitioned the Federal Government to refuse the extension of time sought by the Company and thereby protect the interests of the people

of Edmonton.¹⁴ As in the petition, as in all the agreements of Edmonton with railway companies, the Council insisted on making Edmonton the headquarters of individual railway companies and the home of their provincial workshops.

Agreement with the Yukon and Pacific Railway Company

So far, almost a decade of attempts by successive Councils to bring the railway to Edmonton had met with little success. But failure only served to intensify the vigour of Council's negotiations with other railway companies. Finally, in August 1901, the Council successfully reached an agreement with the Yukon and Pacific Railway Company. This agreement rescinded all previous agreements between the Town and the Company and bound the latter to continue the construction of the line of railway from a point on the Calgary and Edmonton Railway, at or near Strathcona, to a point within the limits of Edmonton. Examine the terms of the agreement:

The railway would be carried across the Federal Government bridge (now called Low Level Bridge) on the Saskatchewan River between Edmonton and Strathcona; the Company would complete the railway on or before November 1, 1901, in order to admit the running of trains, and within thirty days after, establish a station at the same point in the Town of Edmonton as well as sufficient buildings for the storage

¹⁴Ibid., February 8, 1897.

of freight and for the accommodation of passengers; the Company would continuously operate the line of railway, as long as the line of the Calgary and Edmonton Railway Company continued to be operated, the bridge maintained, and passenger and freight trains continuously run over the railway to and from the station in Edmonton in close connection with, and at least as frequently as, the corresponding schedule of trains running on the line of the Calgary and Edmonton Railway; and freight coming on other trains running on the line of the Calgary and Edmonton Railway Company to Strathcona, and billed for Edmonton, and similar traffic offered to the Company at Edmonton for shipment to or over the Calgary and Edmonton Railway, would be carried to or from Edmonton as the case may be with all reasonable dispatch.

On the other hand, the Council granted the Company:

free right to use the bridge for all the purposes of the line of railway; the right to its tracks along such of the streets of the town as are on the "flats", that is, the portion of the town south of the hill running along the southerly portion of the town, also the right to run its main line along any of the other streets of the town running northerly or southerly, west of 7th Street (now 107th Street) on the Hudson Bay Company's Reserve, and running easterly and westerly north of 7th Street in River Lots 12 and 14.

Clearly the Council's desire to establish permanent railway facilities was realized at last, after a decade of effort, and as illustrated in Figures 1 and 2.

Agreement with the Canadian Northern Railway Company

The next agreement that was signed by the Council was with the Canadian Northern Railway Company.¹⁵ This was authorized by

¹⁵ The agreement was signed on August 19, 1903.



421 THE FIRST TRAIN TO CROSS THE BASKIN-LEWIS RIVER, COMING OUT OF THE BRIDGE AT EDMONTON

Figure 1 The Low Level Bridge , 1902

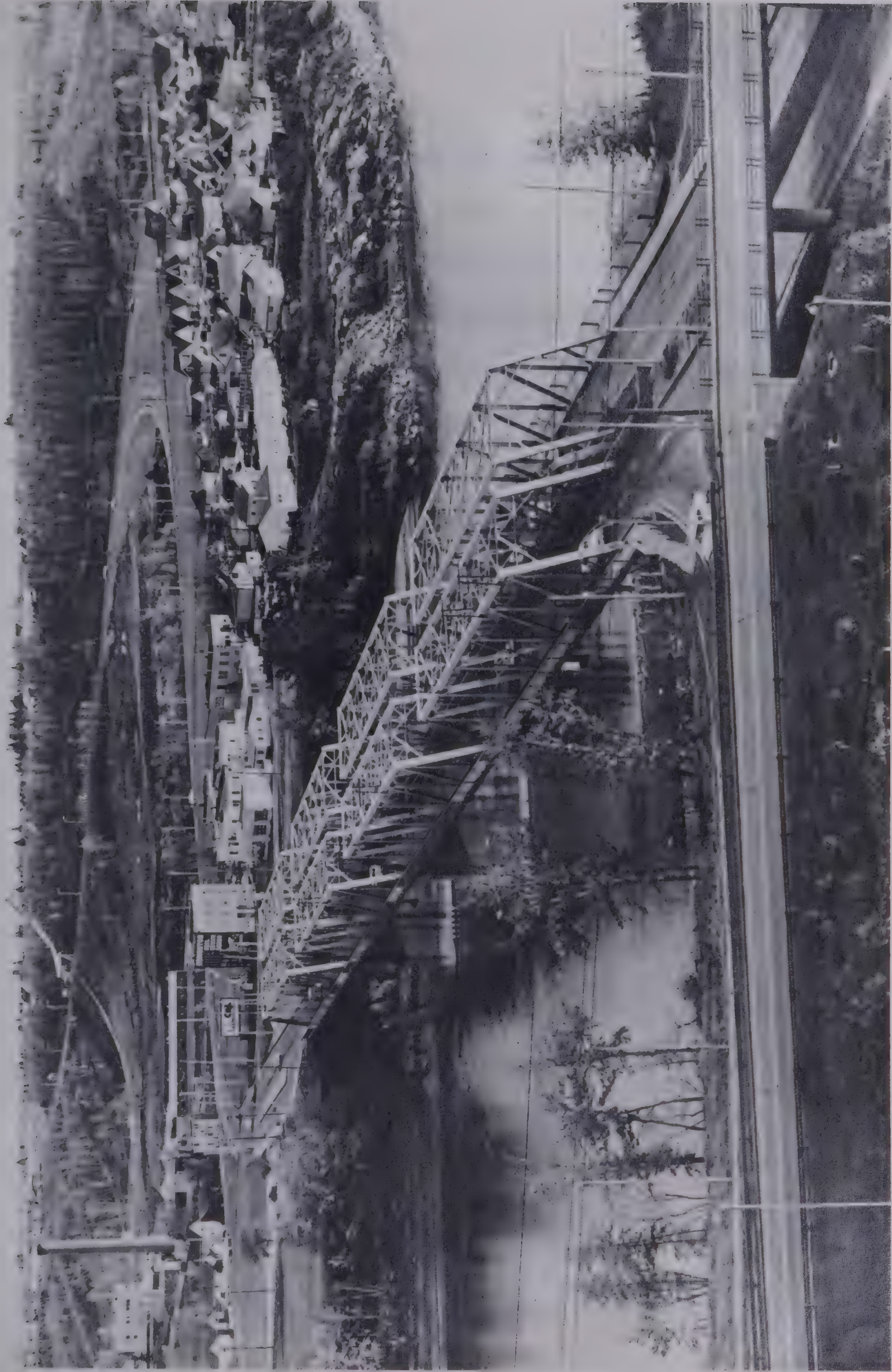


Figure 2 The Low Level Bridge , 1966

By-law No. 237 which permitted the Council to borrow \$30, 000 "for the purpose of granting bonuses to certain railway companies and for granting exemptions from taxation (not including taxation for school purposes) to such companies". Unquestionably Edmonton's encouragement to the Canadian Northern Railway was impressive. Witness the handsome cash bonus, tax exemptions, and land donations, as shown in Appendix I. Such was the price the Town paid to get the Canadian Northern Railway to maintain Edmonton as its headquarters on its main line within the District of Alberta; erect on land in the Hudson Bay Reserve, donated by Council, a railway station, an engine house, machine shops and other works; and to bring the line into the town from an easterly direction and commence operation within two years from the date of the agreement. The Canadian Northern Railway Company honoured the agreement, and in 1902 the railway reached Edmonton.

Agreement with the Canadian Pacific Railway Company

The Council's success in helping to bring the Edmonton Yukon and Pacific Railway and the Canadian Northern Railway to Edmonton heralded the competition which previous Councils had envisaged, especially in destroying the apparent unwillingness or procrastination of the C. P. R. to make Edmonton the terminus of the Calgary and

Edmonton Railway. That the Council's efforts were a resounding success may be judged in part by the changed attitude of the C. P. R., indeed, by the latter's sudden decision "to run their cars across the bridge (high Level Bridge, the construction of which was under consideration) and into the town, if the tracks could pass government inspection and insure the safety of their rolling stock."¹⁶ Before the Council concluded its negotiations with the Canadian Northern Railway, the C. P. R. sent its president to obtain from the Council definite assurances that further negotiations between the Council and the C. P. R. Company would follow.¹⁷ Council's reply was firm but encouraging:¹⁸

The Council is prepared to deal with the C. P. R. Company on the same basis as they have dealt with the C. N. R. Company, provided always that the C. P. R. is prepared to enter into an agreement on the same lines as to making this point their principal terminal, and erecting here their principal shops and other requirements of a principal terminal, provided that if the Town Council secure the area required by the C. P. R. Company for the same price they paid for the area granted to the C. N. R. Company they will give the C. P. R. Company the same amount in cash.

¹⁶ Minutes of Council Meeting, August 1, 1902.

¹⁷ Loc. cit.

¹⁸ Ibid., April 15, 1903.

Again, in 1904, the Council made another generous offer to the C. P. R. , namely, that should it become the intention of the C. P. R. to construct a high level bridge at Edmonton and make it suitable for vehicular and other traffic, the Council would be willing to "deal as generously in the matter" as public funds would allow, and that the Council's former offer was conditional upon the Company's making Edmonton its headquarters and establish machine shops there.

At last, in January 1906, the C. P. R. informed the Council of its "official willingness" to establish a union station in the city jointly with the Canadian Northern Railway, the Grand Trunk Railway (with whom the City had almost completed negotiations to extend its line to Edmonton), and that the Council should seek the cooperation of the other two companies.¹⁹ Further, the C. P. R. declared its willingness to enter Edmonton over a high level bridge which was to be constructed to carry street cars, pedestrian and vehicular traffic on the condition that the City would be willing to share with the town of Strathcona and the Government (apparently Provincial) the extra cost involved by the new method of the construction of the bridge; and

¹⁹The Status of Edmonton was changed from a town to that of a city.

the C. P. R. would approach the Government and town of Strathcona with a view to obtaining similar assistance.

The Council responded favourably to the request and soon arrived at a basis of agreement with the Calgary and Edmonton Railway Company and the C. P. R.²⁰ However, it was not until 1909 that the agreement was ratified,²¹ and only after the ratepayers of Edmonton gave the Council approval to enter into an agreement with the Calgary Edmonton Railway Company and the C. P. R.,²² and the ratepayers of Strathcona assented to provide a cash bonus to the C. P. R. of \$50, 000;²³ and after the City of Edmonton and the City of Strathcona signed an agreement binding Edmonton to contribute \$586, 000 (including Strathcona's \$50, 000) to the C. P. R. as their share in the C. P. R.'s construction of the bridge (see Appendix I and Figs. 3, 4 and 5).

In addition to the inducements shown in Appendix I, the City agreed to carry Mackay and Victoria Avenues (now 99th and 100th Avenues) over the railway tracks by means of bridges, and Jasper

²⁰ Signed November 13, 1906.

²¹ November 30, 1909.

²² By-law No. 237, passed November 23, 1909.

²³ Ibid., No. 332, passed February 8, 1910.



Figure 3 Construction of the High Level Bridge, 1914



Figure 4 The High Level Bridge , 1966



Figure 5 The High Level Bridge , 1966

Avenue under the railway by means of a subway, both bridges and subway to be constructed by the City.²⁴

Certainly the efforts of the Edmonton City Council to have the Calgary and Edmonton Railway extended from Strathcona to Edmonton, and the contribution of the City in cash, lands, exemption from taxes, bridges, and subway were of macro proportions. These efforts were dictated in part by topographical factors, and in part by Council's belief in the potentialities that make for the growth and development of the city.

Agreement with the Grand Trunk Pacific Railway Company

It was mentioned earlier that before concluding the agreement with the Canadian Northern Railway Company, the Council was engaged in negotiations with the Grand Trunk Pacific Railway Company, a railway corporation with extensive connections in eastern Canada and the United States, in an attempt to bring that Company's railway into Edmonton. The Company had presented to the Council its proposed scheme for the extension of the G. T. P. R. via Manitoba, the North West Territories, and British Columbia to the Pacific. For the most part

²⁴The City signed a second agreement, sanctioned by By-law No. 237, with the Calgary and Edmonton Railway Company and the C. P. R. on February 9, 1910. in which the City undertook the repairs and maintenance of the bridge.

this was a fertile agricultural area with deposits of coal and other minerals. Strong in the belief that the construction of the line would benefit the Edmonton district, the Council gave its approval to the project, but only on condition that it was completed in 1903.²⁵

Meanwhile, in anticipating the G. T. P. R. line, the Council extended the city limits to include the balance of River Lots 16, 18 and 20, the northerly 100 acres of River Lot 17, and the northerly 70 acres of River Lot 19.²⁶ Next, the Council began to secure options on property with a view to reserving a site and rights-of-way for the Company, should it extend its line to Edmonton.²⁷ The Council followed this with meetings with representatives of the Company who were stationed in Chicago.²⁸ Finally in March 1906 both Council and Company arrived at an agreement, the ratepayers having first authorized the Council by By-law No. 71, passed on August 17, 1906, to sign the agreement.

The more significant obligations of the Council, in respect of

²⁵ Minutes of Council Meeting, January 21, 1903..

²⁶ Ibid., February , 1903.

²⁷ Ibid., November 22, 1904.

²⁸ Ibid., December 1, 1904.

the agreement, are shown in Appendix I. Of the obligations of the Company three may be mentioned. First, the Company agreed to construct its main line through the city, or adjacent to the city limits, either north or south of Rat Creek; conveniently establish and maintain permanent shops, terminal station, freight sheds and buildings; establish and maintain its headquarters in Edmonton; and cooperate with the Council in its endeavour to make the city a wholesale distributing centre. Second, the Company, in complying with the desire of the Council to bring local passenger and traffic to the business centre of the city, agreed with the Canadian Northern Railway Company to establish and maintain a union station for the services of the two companies and of other railway companies that might be able to use it. Third, the Company agreed to construct across the North Saskatchewan River at, or in the vicinity of, Clover Bar, a bridge with a footway and carriage way for general traffic, including the operation of a tramway.

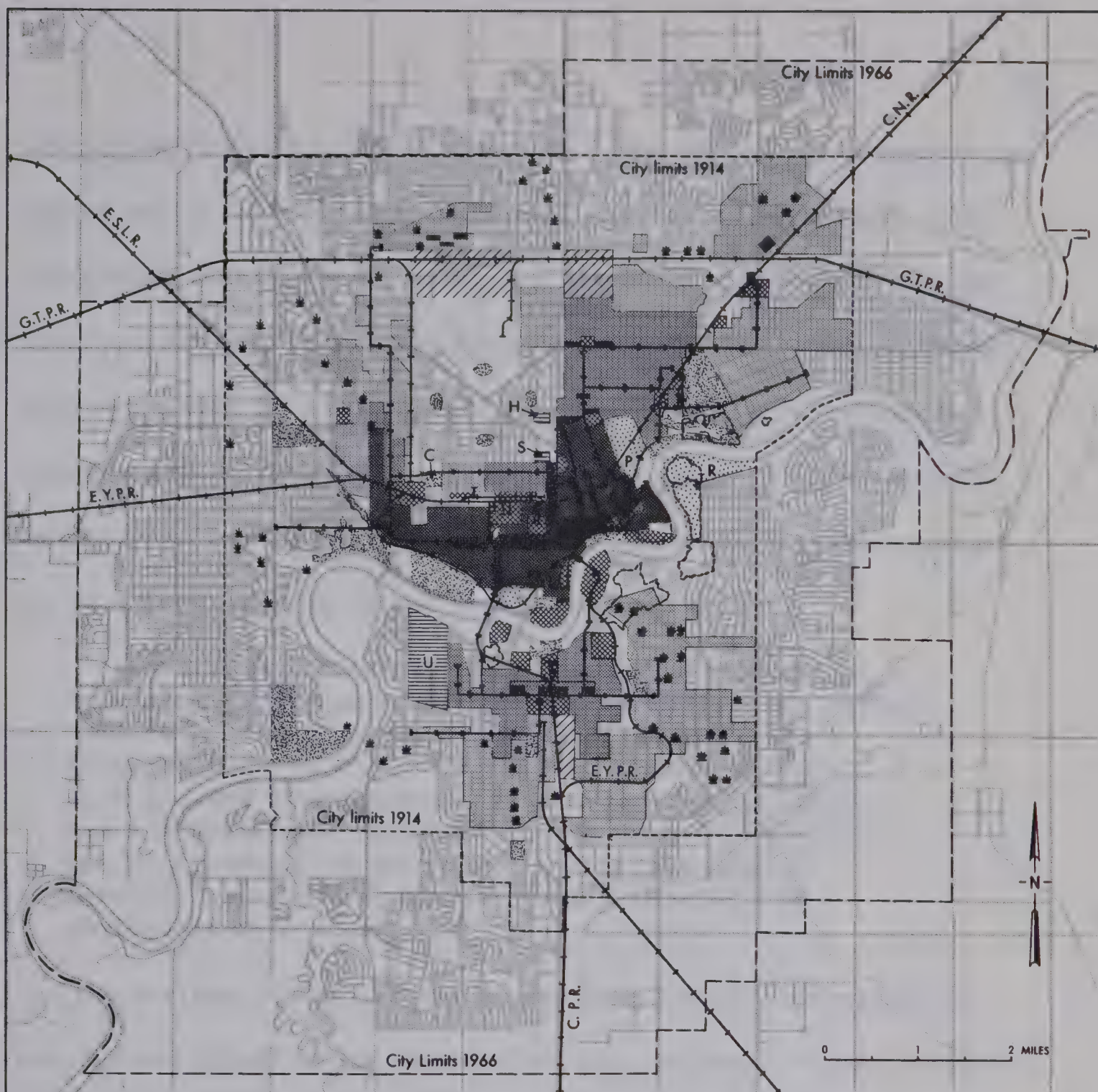
Once the line was completed from Winnipeg to Edmonton, the Council, leaving nothing to chance, informed the Minister of the Interior and requested him to use his influence with the Company to have it establish and operate a passenger service between the two

points at the earliest possibility.²⁹

Appendix I shows that the Council signed yet another agreement with the G. T. P. R. Company in respect of the latter's decision to build a modern hotel in the city on lots 1 to 27 in Block X of River lot 8. It was to assist the Company and to ensure an early construction of the hotel that the City offered the inducements shown in Appendix I. The agreement stated that the hotel was to be erected immediately after plans had been prepared, at a cost of at least \$400, 000, and to be completed within two years from the passing of the by-law ratifying the agreement.

The hotel, now called the Macdonald, represented at that time one of the largest buildings in the city, forerunner of other important buildings which, with Council's encouragement, were to contribute in large measure to the further development of the city. Thus by the outbreak of World War I Edmonton had become the hub of four railway systems (Fig. 6), two of which were transcontinental. One leapt the North Saskatchewan by a low level bridge (Fig. 1), a second by a high level bridge (Fig. 3), a third by the East End Bridge which

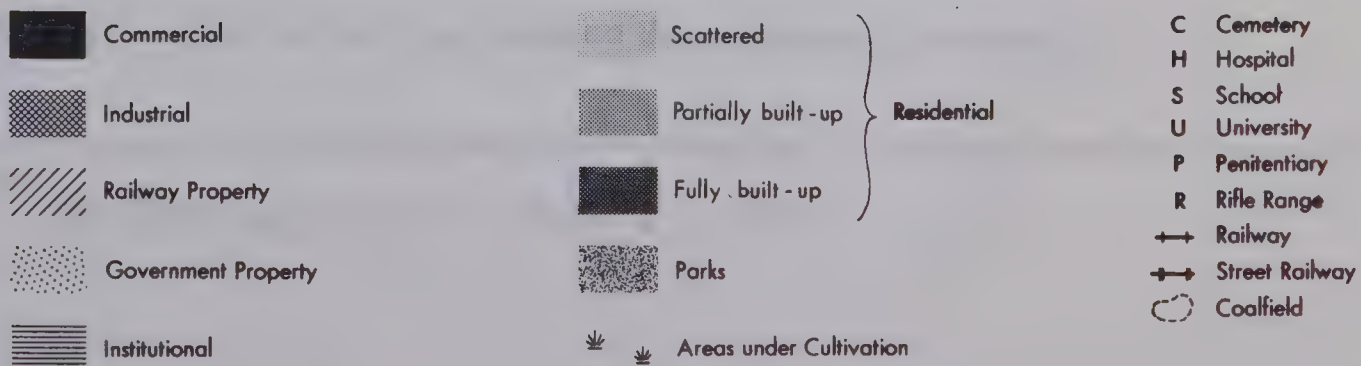
²⁹Ibid ., October 20 1909.



EDMONTON

LAND USE

(1914 Generalized)



Sources: The City of Edmonton Land Dept. Files
Mundy's Maps of Edmonton 1911, 1912
Henderson's Directory

Figure 6

was outside the city limits at that time. The G. T. P. R. brought to the city as well a modern hotel, estimated at a cost of \$2 million. This marked the elimination of the barrier imposed by the river from the south and east, and opened up the potentialities of the lands north and west of the city. This persistent, aggressive policy of the City to effect controlled development is echoed in a statement purported to be a summary of the Mayor's address to Council on the conclusion of the agreement with the Grand Trunk Pacific Company:³⁰

The Mayor felt assured that Edmonton was bound to become one of the generally great cities of Canada. It was absolutely assured by the signature of the general manager of the G. T. P. R., by the agreement with the C. N. R., and by the prime consideration that Edmonton has a location unsurpassed in Canada today. . . If approval (of the agreement by the ratepayers) is forthcoming, there is only one thing that can spoil Edmonton - an earthquake or a volcano.

The decision of the first Edmonton Town Council, subsequently guarded and upheld by successive Councils, to create railway facilities for the little town then lost in the partially known North was clearly a landmark in the history of Edmonton. It was primarily this decision that brought achievement and shaped development, marked by

³⁰"The Evening Journal", January 3, 1904.

cooperation and inducements, backed by the ratepayers and a progressive Board of Trade. It represents a process in the incipient, as well as later, development of most if not all urban places, so far ignored, or have not been given due credit, by urban geographers. It manifests impressively the influence of civic decisions on land use and urban development and points most assuredly to the need for public-minded persons in local administration. The spatial significance of these decisions will be discussed in Chapter IV.

2. IMMIGRANTS

The initial growth and development of an urban community, even when it enjoys a favourable environment, physical or economic, arise in part from the decisions made by a local administrative authority. Often this local authority, as far as its powers extend, or as far as it is able to get its powers extended feels obliged to create an atmosphere that can attract people and industries to the local scene. Investigation of the phenomenon presents a major challenge and, perhaps because of this, has been so far virtually ignored. Edmonton's growth and development are associated with this phenomenon which, despite its complexity, should not remain unexplained.

The major problem that loomed large when the first Town Council of Edmonton took office in 1892 was the need for a tax revenue and an industrial base. Without these the newly incorporated town could not develop. It was on this that the new Council and successive Councils concentrated their attention. The early Councils set about solving the problem first by initiating a publicity campaign to advertise the special advantages of the Edmonton district in general and the town of Edmonton in particular, and second by offering inducements to manufacturers to locate their businesses within the limits of the town.

The Council's most effective methods of "selling" Edmonton were by pamphlets and advertisements in leading newspapers, magazines and journals. The first pamphlets on the district, authorized, approved, and distributed by the Council through immigration agents in Winnipeg and Nebraska, resulted from arrangements with a representative from the "Western World" to devote eight pages of its May issue (1892) to a description of the Edmonton district, and then to supply the Council with 5,000 copies of these eight pages in pamphlet form.³¹ The second was an article

³¹ Minutes of Council Meeting, March 16, 1892.

published by Messrs. P. Heiminch and Co., which sought to draw the attention of the outside world to the economic advantages that Edmonton offered.³² Another significant pamphlet which said much, especially by its title, was Thomas Spencer's, "The Superior Advantages and Attractions of the Edmonton District for the Intending Emigrant and the Capitalists, its Resources and the Elements of its Future Greatness and Prosperity."³³ Believing that it would prove of great benefit not only to the district but to the whole Dominion,³⁴ the Council arranged for its circulation abroad by the Federal Government and interested Railway Corporations. Other pamphlets included Mather's Souvenir Album (illustrated) which were sold largely to intending settlers and investors;³⁵ "Edmonton Illustrated", supplied to immigrant agents and to "places where they could be applied to good advantage";³⁶ "Edmonton Wheat Belt", 2,000 copies of which were sent to the Board of Trade to be sent with Edmonton's exhibition to the Toronto Fair;³⁷ and "Edmonton, Souvenir of the

³² Loc. cit.

³³ Ibid., December 18, 1895.

³⁴ Loc. cit.

³⁵ Ibid., October 30, 1901.

³⁶ Ibid., March, 1904.

³⁷ Ibid., August 11, 1904.

Alberta Inaugural Ceremony (Friday, September 1, 1905). " In all these, statistical and general information about the Edmonton district was given, information that the prospective immigrant would require. In addition, picturesque language elevated Edmonton to a seeming paradise that bid fair to all who might settle there. Because the tone and tempo of most of these pamphlets were more or less the same, an illustration from one will suffice to illustrate the appeal they carried:³⁸

This new province of Alberta, by virtue of its extent and varied character is destined to be the brightest gem in the crown of the Great Empire... It is a delightful land that lies on the sunny slopes of the eastern side of the Great Rockies where Alberta's sparkling fountains roll down their golden sands. With its prairies and its mountains, its forests and fertile fields and a healthy invigorating climate with perennial youth in the very air, there is avenue and opportunity for every kind of effort and enterprise. ... Even as you write the scene shifts, the figures change and a new order reigns.

(About Edmonton)

The young city owns and operates its water, sewerage and telephone systems and electric light plant and firmly believes in municipal ownership of all public utilities. While the foundations of future material greatness have been duly and truly laid, the citizens have not been unmindful of other things that are necessary to all true greatness.

³⁸"Edmonton, Souvenir of the Alberta Inaugural Ceremony, Friday, September 1, 1905.

The educational facilities are of the very first rank. There is a good, well-equipped High School, with an efficient staff of three teachers, each a specialist in his own department. The public schools of the city are among the finest structures of their kind in the west, and are manned by a staff of nineteen teachers of whose efficiency the results of the department examinations speak in highest terms. Then there is Alberta College also looking after the interests of higher education and doing a work specially its own.

The moral, religious and philanthropic interests of the city are not forgotten, as many fine buildings erected and projected for public worship and other purpose abundantly testify.

With such magnificent possessions in the hands of a people of energy and enterprise... nothing can check the rise and progress of this province of Alberta in general and Edmonton in particular. To all the world we would say, Keep your eye on Edmonton and see her flourish; and, 'come thou with us and we will do thee good'.

The result of this kind of publicity will shortly be shown.

As for the advertisements which were aimed at immigrants and private entrepreneurs, these drew attention to facilities in the town and city for the location of specific industries such as a roller grist mill, flour mills, woollen mills, machine shops, tanneries and other local industries (Table I). The advertisements also listed the inducements offered by the Town.

TABLE I--COUNCIL'S PAID ADVERTISEMENTS OF THE
EDMONTON DISTRICT, 1892-1914

PUBLICATION (NOT PAMPHLETS)	ADVERTISEMENT
1. "The Edmonton Bulletin" "The Toronto Globe"	Calling attention of capitalists to the splendid opening for a Roller Grist Mill and Woollen Factory.
2. "The Canadian Miller"	Drawing attention to Edmonton as a point for establishing flour and woollen mills, inducements offered by the Town.
3. "Northwestern Miller"	Facilities for flour and woollen factory.
4. Klondyke Official Guide Book	Advantages offered for establishment of water works, flour and woollen mills, machine shops, tanneries and other industries.
5. "C.P.R. Courier"	As in Klondyke Official Guide Book.
6. "Wallace Farmer"	The Edmonton District
7. Winnipeg Weekly Free Press	The Edmonton District, aimed at English immigrants.
8. "Toronto Mail"	Town of Edmonton--a special number.
9. North West Magazine, St. Paul, U. S. A.	Town of Edmonton--article recommended by the Board of Trade.
10. Illustrated London News	Detailed article on Edmonton, reviewing the increasingly improved conditions in the Edmonton of 1907, 1910, 1911, 1913.

Source: Council Minutes 1894 to 1914.

Various other methods of publicity were tried. One of these was the representation of the City by a Council appointee. Thus in 1905 the Mayor represented the City at the Second Annual Convention of the Associate Boards of Trade of the North West Territories at Regina,³⁹ and in 1911 the Council, urged by the Board of Trade, sent a special representative to Eastern Canada and the United States to induce manufacturers to locate branches of their business in Edmonton.⁴⁰ On the other hand, the Council would invite representation from groups which desired to encourage immigration. For instance, a representative of the Western Canadian Immigration Association reported to the Council of 1904 the great advantages to be derived by the town in keeping in touch with the Association whose main object was to increase immigration from the United States, and from which Edmonton should encourage immigration.⁴¹

Another method was by civic receptions and entertainments given to visiting industrialists and newspaper representatives; for example, to the 150 manufacturers who visited Edmonton in 1903,⁴²

³⁹ Minutes of Council Meeting, June 2, 1905.

⁴⁰ Ibid ., June 24, 1904.

⁴¹ Ibid ., July 15, 1904.

⁴² Ibid ., June 7, 1904.

the representatives from American farming papers "The Farmers' Advocate" and "The Home Magazine", and to correspondents representing several influential newspapers in the United States.⁴³ The City Council made it possible for them to see the city and surrounding district with a view to reporting on them on their return.

Again, the Council used the more traditional method of publicity, the annual agricultural fairs and industrial exhibitions throughout the Dominion,⁴⁴ especially the Toronto Fair and the Winnipeg Fair. At these fairs and exhibitions Edmonton was well represented.

A remarkable feature of all these attempts by the Councils to advertize Edmonton at home and abroad was that the attempts were uncoordinated. At one time the Councils carried out the deliberations; at another time the Board of Trade and its Information Bureau in concert with the Council; at still another the Central Development League, simultaneously with the Board

⁴³Ibid., June 2, 1905.

⁴⁴Ibid., August 16, 1904.

of Trade; the Industrial Committee; and in 1913 the Edmonton Publicity Board.⁴⁵ There is, however, no entry for publicity in the expenditure section of the Town's and City's financial statements, and attempts to arrive at the yearly amount spent by the City on publicity from 1892 to 1914 failed completely. Such yearly amounts would have indicated quantitatively the relative emphasis the Councils placed on advertizing the city. What, however, can be gleaned from the records is that in 1905 the Council made two grants totalling \$3, 500 to the Board of Trade for publicity purposes, and \$15, 000 in 1911.⁴⁶ In 1913 the Publicity Commissioners received from the City \$12, 000 and the Central Development League \$10, 000 for the same purpose.⁴⁷ These figures obviously do not represent the total spent on publicity for the respective years since other agents were engaged in publicity work for the City. Nevertheless, the figures together with Table I and the other publicity measures

⁴⁵Industrial Committee Report, April 22, 1913.

⁴⁶Minutes of Council Meeting, June 24, 1911.

⁴⁷Ibid., March 11, 1913, and Report of Industrial Committee, March 10, 1913.

mentioned earlier, give a fair clue of the importance the Councils attached to attracting by publicity immigrants and industrialists to the Edmonton area.

This scheme of advertizing employed by the Town and City Councils sold not one advantage but all advantages of the city, attracted not immigrants alone but also private entrepreneurs, fostered expansion not only of the urban nucleus but laid solid economic foundations, and increased the tax revenue. The scheme is a peculiar feature of North American tradition, quite unlike that used in, say Europe, to publicize one aspect of an area such as resort or spa facilities. Whereas, as Smailes tells us, it was the divorce of manufacture from primary production which in the early phases of the Industrial Revolution drew population in Europe from the countryside into the towns,⁴⁸ in Edmonton it was the invitation to opportunities, "Come thou with us and we will do thee good."

The question might now be asked how effective was this scheme of publicity? In other words, did it have its desired end? An

⁴⁸Smailes, A. E., The Geography of Towns, Hutchinson University Library, London, 5th Impression 1961, p. 27.

attempt to answer this poses yet another question. How do we measure the effectiveness of the scheme? A method that suggests itself is the examination, for the period under consideration, of those industries that came to the area as a result of the promised and actual inducements of the Councils; of the net assessment,⁴⁹ and of the taxes levied, the number and value of building permits, the growth of the population, and if possible, the debits to individual accounts. These should give an indication of the growth and development of the city that were initiated by the Councils.

3. INDUSTRIES

Until 1910 there was no well-coordinated policy to attract settlers and private enterprise to Edmonton. It is clear from the foregoing that the matter was loosely administered. The year 1910, however, saw a significant change. In January of that year the Council appointed an Industrial Committee as one of its standing committees to devise schemes for the encouragement, establishment and retention of manufacturing industries within

⁴⁹The tax assessment was based only on land and business up to 1918. In 1918 buildings were also taxed.

the city. This action and possibly the Councils' publicity campaign and inducements precipitated an increased industrial development by 1910. It was a development envisaged by the Board of Trade in 1906 when it urged the Mayor and Council to "secure control of a considerable area which would be available to be leased or sold at reasonable prices to parties requiring land for factory sites."⁵⁰ But it was not until 1910 that the Council realized that a definite policy in respect of industrial development was essential, and appointed the Industrial Committee just mentioned.

Civic Policy for Industrial Development

The Committee sent one of its members, a former president of the Board of Trade, now called the Chamber of Commerce, to visit other cities and to gather information about the establishment of manufacturing industries.⁵¹ His report to the Committee was that the bonus system as a means of securing industries in the cities he visited had not obtained satisfactory results. In contrast, those cities that were in a position to furnish at minimum cost suitable sites and adequate power, light

⁵⁰ Minutes of Council Meeting, July 17, 1906.

⁵¹ These cities included Winnipeg, Toronto, Hamilton, Montreal, New York, Columbus (Ohio), Detroit, Chicago, Spokane, Portland, Victoria, Vancouver.

and water at low rates, had secured the best industries. Thus advised, and believing that moderately priced sites were a necessity if the hopes of Edmonton as a manufacturing centre were to be realized, the Committee made three significant recommendations to the Council, namely, that:⁵²

1. The City purchase within the city limits an area of land, approximately 100 acres, accessible to public utilities and adjacent to railway facilities; that a selection of sites offered be made and a by-law prepared to authorize the purchase of the property.

2. The City lease manufacturing sites for a period of years--three to five or longer--with option to purchase at a stated price at any time before the end of these periods.

3. Free water and light should be given to bona fide industries, at the rate of \$250 to \$500 per year for a maximum of five years. This was not to apply to industries entering into competition with manufacturers established in Edmonton previous to the date of the Committee's report.

The Council's adoption of the Committee's recommendation made it the City's official policy for industrial development,

⁵² Report of Industrial Committee to Council, October 17, 1910.

for a few years at any rate. It necessitated an amendment to the City Charter to give the City the right to purchase land for this specific purpose, as well as the assent of the ratepayers to a by-law to raise by debentures \$91,250 for the same purpose.⁵³ Authority given, the City purchased for manufacturing purposes all those portions of lands shown in Table II and Figure 7. And if the ratepayers had not defeated a by-law, the City would have adopted the Industrial Committee's recommendation to buy another 239 acres for \$115,000 for stockyards.⁵⁴

Having acquired the lands, the Council voted that they should be offered to bona fide manufacturers at cost price plus 10 per cent per annum, and that the other terms of the agreement should be along the lines of the recommendations made in the report of the Industrial Committee of October 17, 1918.⁵⁵

Council's Inducements to Industries

Before the adoption of the Industrial Committee's

⁵³ This was By-law No. 303, passed on July 1, 1911.

⁵⁴ Minutes of Council Meeting, April 11, 1911.

⁵⁵ Ibid., September 5, 1911.

TABLE II - LANDS PURCHASED BY THE CITY OF EDMONTON
FOR INDUSTRIAL PURPOSES, 1911 AND 1912

Description	Date of Purchase	Assenting By-law No.	Purchase Price in \$	Area in Acres
RIVER LOT 22 - Portion bounded on S. by Rat Creek, on E. by Kinnaird St., on W. & N. by right-of-way of the G. T. P. R.	1911	303	637	4.95
RIVER LOT 22 - Portion N. of and between right-of-way of Canadian Northern Railway & Rat Creek	1912	303	7,008	5.50
INGLEWOOD - Block 12	1911	303	4,400	
BEECHMOUNT - Block 4, Lots 1-5, 9-18, 20-28, 32-36 (499 Lots)				
Block 7, Lots 3-8, 13-23, 28-30				
Block 9, Lots 1-10, 14-35				
Block 10, Lots 1-10, 14-35				
Block 11, Lots 1-32				
Block 12, Lots 1-16, 20-32				
Block 13, Lots 1-32				
Block 14, Lots 4-32				
Block 15, Lots 1-10, 14-35				
Block 16, Lots 1-10, 14-35				
Block 17, Lots 1-32				
Block 18, Lots 1-31				
Block 19, Lots 1-9, 17-32				
Block 20, Lots 1-8, 11-16, 18-32				
Block A, Lots 1-7, 9, & 10				
Block B, Lots 1-8				
SPEEDWAY - N. W. 1/4 Sec. 16, Tp. 52, R. 24, W. 4th M.	1912		15,000	160 (less 10.1 acres for right-of-way
RIST FARM - N. W. 1/4 Sec. 16, Tp. 52, R. 24, W. 4th M.	1912	134	65,000	
PARKDALE COAL MINE SITE (sold to Laidlaw Syndicate Bricks)				
RIVER LOT 2 - Lot 2 (adjoining golf links)	1912		144,500	
TOTAL			311,395	245.45

Sources: Minutes of Council Meetings, Land Records, Municipal By-law No. 303.

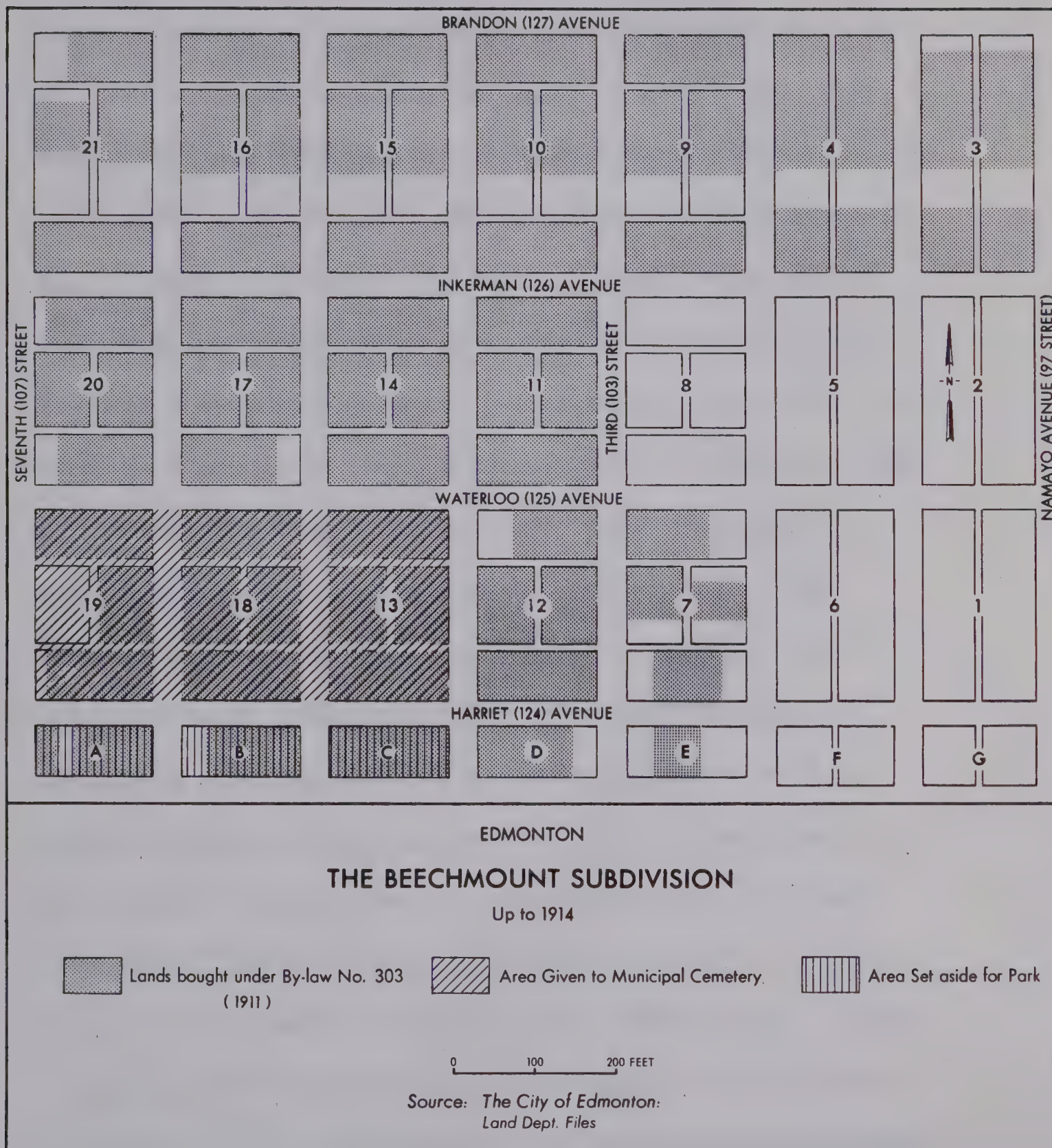


Figure 7

report, in order to encourage industries in the City, the Council had been leasing and selling lands to manufacturers on moderate terms and at moderate prices, as indicated in Table II. This Table also reveals the number and kind of manufacturers which came to the city as a result of inducements, including cash bonus; factory site, free, or for sale at nominal price, or for lease with option to purchase at nominal price after the factory had been in operation for one or two years; exemption from city taxes for a number of years; and the grant of free water and light up to a certain amount. It was a policy rigidly adhered to, for many manufacturers wanted to locate, and did locate, their plants outside the city limits and requested the City to extend water and sewer facilities to them. The Councils' repeated refusals to these requests can be understood, for clearly the policy to bring industries and people to the city, hence development of the urban area, would otherwise have been seriously jeopardized. Only the extension of light and power to industries outside the city limits, if found advisable, was allowed. It was to safeguard this policy of internal development, or conversely to defeat the apparent wishes of private enterprise for peripheral

development, that Council petitioned the Provincial Government
thus:⁵⁶

Whereas it has come to the knowledge of the Council of the City of Edmonton that certain communities lying on the outskirts of the city are applying or are about to apply for incorporation as town municipalities,

Be it therefore resolved that this Council deem it inadvisable that such municipalities be incorporated as this Council is of the opinion that such communities must be supplied with water and other public service by the City and should, so soon as population warrants, be incorporated within the city rather than be constituted into separate small communities.

This action of the Council does not appear unreasonable.

Numerous requests by manufacturers within the city for the extension of water, sewerage, light and power to their plants, together with the necessity to extend these utilities to the City's industrial properties "in order to put the City's industrial proposition in business shape"⁵⁷ demanded the attention of the Council. The cost of water and sewer extensions alone (Table III) was rather more than \$111,000. Moreover it would have been administratively unsound to grant industries seeking

⁵⁶ Ibid., June 6, 1911.

⁵⁷ Commissioners' Report to Council, No. 149, July 8, 1912.

TABLE III - EXTENSION OF UTILITIES TO CITY OF
EDMONTON'S INDUSTRIAL PROPERTIES
1912

Municipal Property	Utility Extension	Cost (\$000)
Beechmount Subdivision	Water & Sewer	18.7
River Lot 22	Water & Sewer	10.9
Parkdale Coal Mine	Water	na
	Sewer	15.3
Rest Farm	na	<u>na</u>
TOTAL		110.9

na Not available

Source: Report of City Engineer, June 20, 1912, submitted to Council with Commissioners' Report No. 149, July 8, 1912.

to evade City taxes the utilities which were financed mainly by the taxes from industries located within the city.

In like manner the Councils used business discretion in deciding which industries should be given inducements. Appendix II attests the measure of their discrimination. Again, the inducements offered to those manufacturers listed in Appendix III carried certain important conditions: the site could be used only for industrial purposes; a certain number of persons must be employed for a certain number of months each year; the manufacturer must spend a certain minimum amount on the plants before his business was qualified for the inducement or

inducements offered; and he should keep the factory operating for at least a given number of months each year. With regard to the leasing of the site with option to purchase, the chief term of the agreements was that the factory should be built and in bona fide operation for at least two years before the site could be bought. Indeed, the keynote of all the agreements the City made with manufacturers was permanency. The new industries had to be well financed and, while they were helped by the City, especially at the initial stage, they should be able to run effectively and become an asset to the city. This explains in part the Council's refusal to grant inducements to the many applicants listed in Appendix II.

As for the industrial properties held by the City, the Council adopted a report of the Industrial Committee early in 1912.⁵⁸ The report recommended that in future all properties of the City then held for industrial purposes should be granted to prospective industries only on terms of a lease, the conditions and terms of which were to be "guided by the merits and reliability and number of men employed by each prospective industry." Before the end of the year, the Industrial Committee recommended that it was no

⁵⁸ Minutes of Council Meeting, April 9, 1912.

longer advisable for the City to contribute any portion of the cost of water, light and power to new industries, and accordingly the Council rescinded its previous regulation.⁵⁹

The next change in Council policy respecting inducements to industries came in mid 1913 when the Council fixed the rental for City industrial sites. The value of the land was increased yearly by 10 per cent of the original costs and the rental calculated at 6 per cent of the increased value.⁶⁰

Finally, in October 1913, the provincial government put an end to all inducements offered by Edmonton for establishing industries within the city by an Act to amend the Edmonton Charter which disallowed the City:⁶¹

1. to grant a bonus or any other aid to manufacturers to establish business within or without the city;
2. to exempt from taxation any such manufacturers or to subscribe for stock in or guarantee the bonds, debentures or other securities.

⁵⁹ Ibid., November 5, 1912.

⁶⁰ Ibid., August 19, 1913.

⁶¹ Statutes of the Province of Alberta, Canada 1913, Chap. 32, Section 16, pp. 165-166.

The Act further limited the City to sell lands at a sum not less than the actual cost to the City, plus interest of 6 per cent per annum, or lease lands at a rent equivalent to 6 per cent per annum of the cost to the City. And it allowed the City to sell to any person, firm or corporation, light, heat, power, water, gas, oil, electricity or coal at a price not less than the actual cost to the City.

Happily, the Act came late, for the Councils had used with remarkable success the publicity campaign and an inducement policy to bring to, and to anchor in, the city sundry industries. The success of the Councils' endeavour may be judged by Appendices II and III and by Table IV, which show the City's favourable response to applications for inducements by manufacturers who ultimately failed to respond to the City's offers.

Industrial Development

Thus the Provincial Legislature's Act had little or no adverse effect on the incipient development of industries in Edmonton, for many industries had already been located in the city when the Act was passed. By the decisions of the Councils from 1892 to 1914, Edmonton had become the centre of an impressive industrial activity: flour mills, breweries, packing plants, iron foundries, machine shops, creameries, soap factories, cigar factories, vinegar and pickle factories, bottling works, tanneries, saw mills,

TABLE IV - APPLICATIONS FOR CITY OF EDMONTON'S INDUCEMENTS AND CITY'S APPROVAL,
1892-1914

Manufacturers	Year	Industry	Free Site	Tax Exemption for a No. of Years	Water & Light	Failure to Accept Inducements
Meddaugh & Medley	1894	Flour Mill	x	x		x
B. Freil	1898	Flour Mill		x		x
A. Turner	1898	Flour Mill & Elevator		x		x
Mr. Springer	1899	Flour Mill & Machine shops	x	x		x
Reed City Woollen Mills (Mr. Lambert)	1900	Woollen Mills	x	x		x
Mr. Tanner	1901	Woollen Mills	x	x		x
Ontario & Manitoba Flour Mills	1912	Flour Mills	x		x (Supplied at cost)	x
TOTAL			5	6	1	7

Sources: Minutes of Council Meetings 1892 to 1914; Industrial Committee Reports to 1914.

brick yards, brick plants, lumber manufacturing, box factories, cold storage plants, building of ready-made homes, manufacture of garments - these and others (Appendix III) were all established in Edmonton by 1914. True, with the exception of a few heavy industries, the majority of these industries were what are generally termed "light". Yet, altogether they imparted to Edmonton an industrial or manufacturing function, if not a raison d'être, for from these early days Edmonton assumed the role of a distributing centre, especially for the far North.

In particular, Appendix III serves to destroy the fallacy that early Edmonton was a non-industrial centre. Already boring operations were undertaken within or in the vicinity of the city primarily to ascertain whether natural gas or oil existed "in sufficient and paying quantities" and could be obtained and utilized. The first attempt was made as early as 1895 when the Council requested the Minister of the Interior at Ottawa to instruct the engineer of his Department to test the "petroleum indications" at Egg Lake in the Athabasca district, a few miles north of Edmonton.⁶² The next attempt was made in 1904 (Appendix III) by the Dingman

⁶² Minutes of Council Meeting, June 19, 1895.

and Syndicate which had requested and obtained by agreement a franchise to undertake boring operations.⁶³ Failure of the Syndicate to find oil in three years would, according to the agreement, forfeit the privileges that were granted. On the other hand, discovery within three years of "sufficient and paying supply of natural gas", which could be utilized within the city, would extend the rights and privileges granted by the agreement to fifteen years and thereafter for successive periods of five years.⁶⁴

Mention must be made here that by 1904 Edmonton was supplied with artificial gas produced locally. The Council was well aware that the cost of producing artificial gas for power would militate against industrial expansion, while the discovery of natural gas in "sufficient and paying quantities" would be an economic advantage. It was no wonder then, that the Council spared no effort to encourage boring operations and, accordingly, entered into agreement with the North West Gas and Oil Co. Ltd. in 1904 to bore for natural gas, and granted to the Company the free use of water and electric light⁶⁵

⁶³ Memorandum of Agreement between Municipality and Syndicate, dated December 10, 1903.

⁶⁴ Loc. cit.

⁶⁵ Minutes of Council Meeting, October 25, 1904.

(Appendix III). Unfortunately the Company failed to carry out the terms of the agreement and roused the ire of the ratepayers who twice defeated a by-law to renew this agreement.⁶⁶

Eventually, in 1908 civic encouragement of boring operations led to the discovery of natural gas at Morinville to the northwest of Edmonton, and to the piping of it to Edmonton. Interest in exploration for natural gas was then heightened, and between 1908 and 1914 the City was besieged with requests from companies to enter into agreement with it to bore for and to supply Edmonton with natural gas. Appendix III shows the City's approval of two of these requests, the one in 1908, the other in 1914. The latter was the outcome of the City's lease of gas rights in the Viking area in 1914. By order of the Governor in Council, dated January 19, 1914, regulations were made to dispose of petroleum and natural gas rights, the property of the Crown, in the provinces of Manitoba, Saskatchewan, Alberta, the Yukon Territory, and the Northwest Territories, the Railway Belt in the Province of British Columbia, and the 3 1/2 million acres of land acquired by the Dominion from the

⁶⁶ Ibid., February 22, 1907.

Province of British Columbia".⁶⁷ The area leased by the City for twenty years at twenty-five cents per acre for the first year and fifty cents for the second and subsequent years of the lease was the Northwest 1/4 of Section 24, Township 48, Range 13, West of the 4th Meridian. The main clause of the lease was that the area would be used for the "sole purpose of mining and operating for petroleum and natural gas and of laying pipelines and of building tanks, stations, and structures thereon."⁶⁸

Effect of Council's Publicity Scheme and Inducements to Manufacturers

Next, an attempt must be made to examine certain indices which might measure, howsoever crudely, the effect of the Council's publicity scheme and its wooing of manufacturers by inducements. A reliable index which must be ignored at this stage of development is the debits to individual accounts for the City of Edmonton since these statistics are not available. According to the Edmonton main branch of the Canadian Imperial Bank of Commerce, the Canadian Bankers' Association, Toronto, "realized that clearing figures (compiled before 1924) were not a reliable barometer of

⁶⁷The Dominion Lands Act, Chap. 20, 7-8, Sub-section (b) of Section 3.

⁶⁸Memorandum of Agreement between City and Dominion Government, dated April 17, 1914.

business conditions and therefore ceased compiling this data."⁶⁹

The compilation of the data respecting "Debits to Individual Accounts" for Edmonton began only in 1924 (Appendix IV).

Nevertheless, the other indices shown in this Appendix may be examined. First, consider Appendix IV and Figure 8 (a graphic representation of the Appendix IV) for the period 1892 to 1914.

The net assessment column of Appendix IV and Figure 8 shows a significant rise after 1905 and parallels the sudden rise after 1906 in the number of industrial agreements signed between the City and manufacturers, shown in Appendix III. Notice the dramatic rise between 1911 and 1912, the peak of the boom coming in 1914. This peak in the net assessment was not reached again until 1954, two decades later. Admittedly Edmonton suffered two economic depressions and two world wars during that span of time. Nevertheless, the 1914 peak is significant.

What is true of the net assessment is also true of the total taxes levied. The amount rose gradually from \$10,000 in 1892 to \$1.5 million in 1912. The sudden rise came in 1913, to \$3.5 million,

⁶⁹Letter from the Pro-Manager, Canadian Imperial Bank of Commerce, Edmonton, Alberta, dated July 31, 1967.

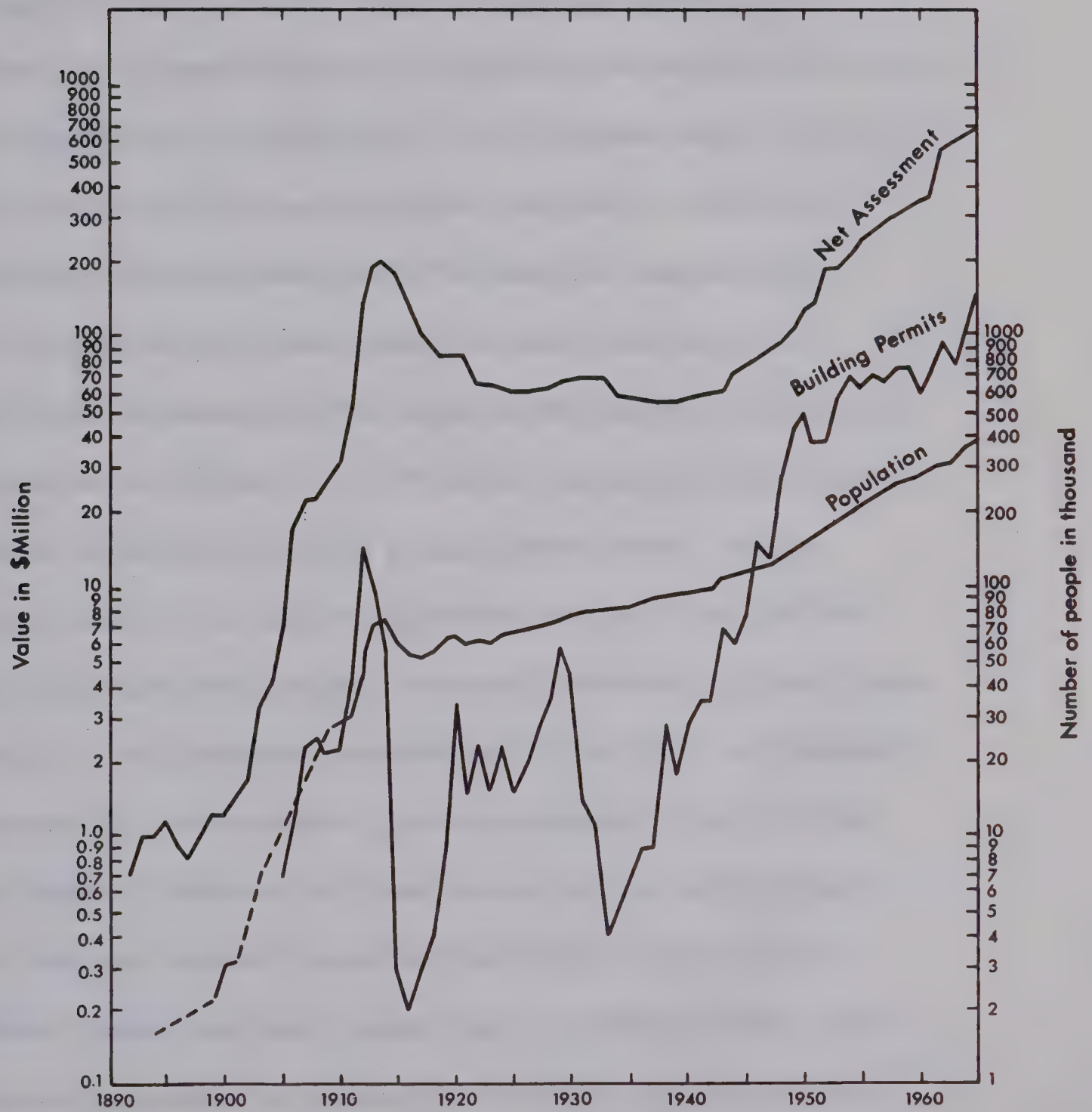


Figure 8

and to \$3.8 million in 1914. Thereafter the total value fell and, with the exception of a few years in the 1920s and 1930s it was not until 1944 that the 1914 figure was surpassed and an upward trend restarted. The same picture is revealed by the amount and number of building permits issued by the City. The peak came in 1912 with over 3,600 permits amounting to \$14.4 million. Again these figures were not surpassed until 1946 and 1948 respectively.

In respect of population growth, witness once more the spectacular increase of 22,500 between 1911 and 1912, and of over 13,600 between 1912 and 1913. Of course, these remarkable overall increases could have resulted in one of three ways: natural increase (that is, the difference between the birth rate and the death rate), net immigration, or natural increase and immigration combined. The Dominion censuses of 1901 and 1911, the censuses applicable to this discussion, give no statistics of the birth and death rates of Edmonton for those years, presumably because these were not correctly recorded until 1921; nor do the City censuses, which are hardly more than a counting of heads. It is therefore impossible to calculate the natural increase for this period. Yet, assuming that the birth rate was high, say forty per thousand, and the death rate about 15 per thousand (a conservative

figure, for this period antedates the great advances in medical science and the successful attempts in controlling diseases and prolonging life), the natural increase would be twenty five per thousand. According to the 1911 and 1912 totals, this increase would represent nearly 350 between 1912 and 1913. Moreover, in those early pioneer days the number of males in Edmonton exceeded the number of females, an indication that the birth rate would be lower than that assumed.⁷⁰ It is safe to conclude, therefore, that the bulk of the increase represented immigrant settlers (the rest given to natural increase). Notice also that it took a decade and a half for the 1914 total of 72,500 to be surpassed.

Now, apart from the impressive increases, what may be gleaned from these figures? It would be too much to say that the rise in net assessment and in the taxes levied wholly reflects increase in the number of immigrants to the area or increase in industrial activity. Nor can it be deduced from the figures that the increases were the result of civic action, which last is what is being measured. Until 1918 assessment and taxes were made

⁷⁰ Census of Canada, 1911, Table II, pp. 176 and 177. Edmonton District (by far larger than it is at present):

Single men	23,225
Married men	10,379

Single women	12,544
Married women	9,140

only on land (buildings were included in 1918), an appreciable percentage of which was owned either by absentee proprietors who, for the sake of speculation, had availed themselves of the opportunity afforded by the land boom to make a quick profit (and the publicity campaign of the City must have contributed somewhat to the land boom), or by a certain number of resident speculators who fled the scene during the depression which struck immediately after 1912 and lasted throughout World War I. (This became apparent when the City began to acquire lands which were in tax arrears from 1918.) There was also the Council's tendency to keep assessment values and taxes unrealistically in step with exaggerated boom prices, explained in Chapter V. Besides, much of the land was undeveloped as the land-use map of 1914 (Fig. 6) attempts to show. Clearly then, factors other than industrial expansion had contributed to the increases in net assessment and taxes. Yet, as Appendices III and IV show, there was an increase in industrial activity as there was an increase in population, both of which would be reflected in the increase in taxes. Therefore civic action as a contributing factor in the increases cannot be ruled out altogether, and this justifies the inclusion of the columns for the net assessment and taxes levied.

The indices for building permits and population are by far the better measurements. Certainly they show development and growth. But the question is, are they responses to civic publicity of the area or to civic inducements to industrialists? Indeed, to bring the whole matter to a head, it may be asked further, was the growth in population and the industries themselves (Appendices III and IV) the result of civic inducements and publicity? What is most certain is that Edmonton's publicity campaign brought inquiries. In 1913 alone the Industrial Commissioner's Office sent out nearly 17,000 letters, together with a quarter million pieces of literature about Edmonton and the Edmonton district.⁷¹ In that same year the Office received rather more than 5,600 letters, all enquiring about Edmonton and its environs:⁷²

Men write to find out about trapping, and other men ask about practising medicine, or the average humidity. A widow in Panama asks what her chances will be in the restaurant business, and a party of English women wish to take up land and carry on mixed farming business. Occasional letters in French, German, Italian, or one of the Scandinavian languages are received. No office

⁷¹ The Official Gazette, Edmonton, Vol. 1, No. 4, April 9, 1914 (See the Industrial Commissioner's Department section, p. 64).

⁷² Loc. cit.

in Edmonton receives letters covering a wider range of inquiry, and probably none has anything like the volume of this kind of correspondence that the Industrial Commissioner's Department has.

And inquiries, especially in pioneering days, usually brought men and money, as illustrated by the increasing population and number of building permits (Appendix IV). This point is illustrated further by the large amounts spent, in those early days, on publicity by Canadian and United States urban centres (Table V).

TABLE V-AMOUNTS SPENT ON PUBLICITY BY SOME CANADIAN AND UNITED STATES CITIES, 1913

CITIES	AMOUNT (\$000)
<u>Canada:</u>	
Winnipeg	85
Calgary	33
Toronto (Board of Trade)	30
Moose Jaw	28
Edmonton	23 ^a
Brandon	15
St. John, New Brunswick	13
Prince Albert	10
TOTAL	<u>237</u>
<u>United States:</u>	
Chicago	200
Duluth	61
Seattle	35
Denver	25
Kansas City	15
TOTAL	<u>336</u>

^a Amount spent in 17 months to the end of 1913.
 Source: The Official Gazette, Edmonton, Vol. 1, No. 4,
 April 9, 1914.

Yet to discount Edmonton's expanding market possibilities as a factor in the siting of industries in the area, to ignore the federal government's

free grant of lands to incoming settlers and the agricultural possibilities of the excellent farming lands of the whole area, and to forget that Edmonton had to compete with other centres in the offer of inducements would be to attempt a partial analysis of the whole matter. In concert these factors made a contribution, even if difficult to measure, to Edmonton's industrial expansion and population growth. Equally the decisions of the local Councils had profound positive effects on this stage of Edmonton's growth and industrial development. But the degree of the contribution is shrouded in the complexity of the whole matter.

CONCLUSION

Finally, political (local, provincial and federal) decisions, given certain physical and commercial conditions, made significant contributions to this stage of Edmonton's development. Early civic action encouraged the advent of four transcontinental railways, which rescued the city from isolation and obscurity. Similarly, Council's inducements, widely advertised along with the special advantages of the Edmonton area, fostered an increase in population and the beginnings of industrial activity. To some extent the manufactures created and supplied a demand and directly enlarged the tax base. In fact, by 1914 Edmonton was already a manufacturing centre and a distributor of local and imported manufactures. Thus Edmonton's function as an agricultural centre appeared somewhat to have been overshadowed by its function as a distributor and as an incipient manufacturing centre. Clearly, the forward-looking policies of the early Councils greatly contributed to the development of the city. The policies were pursued inexorably by successive Councils to 1914 and culminated in fitting, indeed remarkable success.

CHAPTER II

COUNCIL'S POLICIES ON THE EXPANSION OF THE URBAN AREA: UTILITIES, BOUNDARY EXTENSIONS, SUBDIVISION CONTROL

1. PUBLIC UTILITIES

Publicly owned utilities such as water, electricity generation and distribution, telephone and transit systems, if operated efficiently, afford to the residents of a municipality two major benefits. They lower municipal taxes, that is, ease the tax burden, and they provide relatively cheap services. These benefits accrue from the profits earned by the utilities, some of which are ploughed back into the systems to improve them and to maintain them efficiently.

When it is remembered that North America is, if not the cradle, at least a sanctuary, of powerful private interests; that to a great extent most public utilities in the United States are owned by private interests, and those of Canada to a lesser degree; that Edmonton from the turn of the century has owned its water and sewerage, electric and power, telephone and transit systems; that all but the transit system have brought millions of dollars in profit to the city, and kept the mill rate for decades at a remarkably low level, compared with cities that do not own their

utilities or most of them;¹ that private interests have been trying for decades to wrest ownership of all but the transit and sewerage systems from the hands of the City - when all these factors are considered, admiration especially for the early City Councils is heightened and curiosity sharpened. The question that arises is, how did Edmonton accomplish so great a feat? The answer is simple. The City first acquired the utilities and second sought and found a solution to the problem of whether to relieve the burden of taxation on the property owner by keeping utility rates low or raise utility rates as a means of acquiring more revenue to offset the mill rate. The City adopted a happy medium of keeping the utility rates moderately low but at the same time high enough that the utility user, who might not be a property owner, contributed revenue to ease the impact of the mill rate on the property owner. In examining this policy, the effect which the extension of these utilities, particularly the street car system, had on the development of Edmonton should also be considered.

¹In Canada the mill rate is a tax rate on the dollar of assessment. A mill is one-tenth of a cent, thus the 1966 Edmonton tax rate of 48.5 mills was a tax of 4.85 cents on every \$1.00 or \$48.50 on every \$1,000 of assessed value.

In order to keep utility rates moderately low it would of course be necessary for the City to own the utilities. Whether or not City ownership of the utilities preceded the policy to keep rates low or vice versa, it is not clear and does not detract from this discussion.

The right of the City to own utilities was stipulated in the City Charter. The original Ordinance that incorporated the Town of Edmonton had conferred "all rights, powers, authority, duties and privileges" on the Town under the Legislative Assembly's Ferries Ordinances,² but these powers were somewhat nebulous. Consequently the Town had its Charter amended and its autonomy clarified. The amendment made it clear that the Town had control over "building, erecting or buying or leasing, controlling, and operating a telephone plant, electric light and power plant, gas and water works plant ... subject to the ratification of the ratepayers."³ However, there was no mention of municipal ownership of these utilities. It was further amendment of the Charter that conferred this right to the Town:⁴

²Ordinances of the North West Territories, First Session of the Second Legislative Council: An Ordinance to Incorporate the Town of Edmonton, No. 7 of 1891-92, Sec. 4

³The Consolidated Ordinances of the North West Territories, 1898, Chap. 70, Sec. 95, paragraph 58.

⁴An Ordinance Respecting Certain Kinds of Contemplated Municipal Public Works for the Town of Edmonton, 1900, Chap. 35, Sec. 39, p. 121.

The corporation may purchase or lease any works constructed for the supply of water, light, heat and power within or in the neighbourhood of the municipality and being the property of any person or company, and under the provisions of this Ordinance may improve or extend such works.

The same section of the Ordinance gave the Town the power to permit the track of any railway, street railway or tramway to be laid along any street or avenue of the town.

Yet another amendment to the Charter extended the power of the City to own a street railway system.⁵ This amendment also gave the City power to operate a system of motor transportation.

The utilities first taken over by the City were the electric light and power distribution system, and the water and sewerage system. These were followed by the telephone, and the street railway systems. The four will be considered in that order.

The Electric Light and Power System

Before the Council bought this system, Edmonton was supplied with electricity by the Edmonton Electric Light Co., a private company comprising a group of local residents. By agreement

⁵The Statutes of Alberta, 1913, Chap. 23, The Edmonton Charter, Sec. 417, p. 140.

with the Town, ratified by By-law No. 9, passed on May 25, 1892, the Company was granted for a term of five years "the exclusive privilege of supplying electricity within the limits of the municipality for the purpose of street lighting."⁶ The Company erected a steam plant on the north bank of the river near the low level bridge and began its operations. Although the Company showed a profit at the end of the first five-year term, and although the service it provided was of importance to the town, this service was not altogether satisfactory. Repeatedly the residents petitioned the Council about the unsatisfactory service; repeatedly the Council requested the Company to replace street lights, and warned "that deductions would be made if lights were not kept burning as per contract."⁷ Perhaps it was because the Council had no alternative that it granted the Company a five year extension of its franchise in 1898.⁸ Continued failure by the Company to replace blown light bulbs resulted in further warning by the Town that a reduction in the rate would be insisted upon unless the lighting of the town was carried

⁶The agreement was signed on May 25, 1892.

⁷Minutes of Council Meeting, October 9, 1895.

⁸Ibid., December 27, 1898.

out according to the Company's contract with the Council.⁹ Before the end of the second term of the franchise the Electric Company requested a further extension of the franchise, but for ten years. It argued that the system was overloaded, and that the expediency of increasing the plant by an increased capital merited an assurance from the Town of an extended franchise or financial assistance. Should the Town refuse the extension of the franchise, the Company would request the Town to subscribe \$10,000 to \$15,000 stock on the Company's obtaining a proposed extension of its capital.¹⁰ This extraordinary request gave the Council the idea that "it would be preferable to buy out the Edmonton Electric Light and Power Company rather than take stock or give extended franchise to a service which, in any case, was not given according to contract. Thereupon the Council appointed the Mayor and the Fire, Water and Light Committee to arrange for the basis of an agreement with the Company. The outcome was that the Town bought the system for \$13,500.¹¹ The purchase was ratified by By-law No. 221 which

⁹ Ibid., October, 1899.

¹⁰ Ibid., January 15, 1902.

¹¹ Ibid., February 24, 1902.

also gave the Council authority to procure an added amount of \$16,500 for extending operations.¹² The purchase was made in 1902, but soon after, the town was plunged into darkness because of a broken crank shaft caused by the flood of 1899 which had destroyed the foundations under the engine. Because repairs were estimated to take from one to two months, and since the river bank was low where the plant was sited, the Council authorized the removal of the whole plant to a site further up the river, the present site.¹³ Here a new building was erected and the equipment removed from the old.

To cope with increased and increasing demand for light and power, a second generator was soon added, but demand still exceeded output. Thus from 1904 to 1914 the Councils undertook yearly expansions of both light and power. Appendix V shows that the City raised by debentures for the power plant alone over \$2 million, while Appendix VI indicates a debenture amount of nearly \$1 million for electric light and power. Appendix VII goes a step further to show that the total expenditure of the electric light and

¹²Loc. cit.

¹³Town of Edmonton: Financial Statements and Auditor's Report, 1902.

power system between 1902 and 1914 was \$2.3 million. This was a considerable outlay but a sound investment. If considered on financial terms alone, the investment was more than justified by the surplus of nearly \$300,000 earned by the system up to 1914. As well as contributing financial gain and adding reserves by which the system could be improved and expanded, City ownership of the system brought added benefits which will be discussed together with the City's ownership of the water and sewerage system.

Although expansion of the system had begun in 1904, only two years later an acute demand for light and power made it obvious that more rapid expansion of the system was desirable. At the suggestion of the Board of Trade, the City employed a consulting and supervising engineer to examine the possibility of a hydro-electric power development on the North Saskatchewan River about 50 miles west of the city.¹⁴ The report stated that the development was feasible though expensive, embracing a capital outlay of over \$1 million and a total yearly cost of \$139,000.¹⁵

Delay in adopting this report, which meant delay in accomplishing

¹⁴ Minutes of Council Meeting, December 7, 1906.

¹⁵ C. H. Mitchell, Report on Hydro Electric Development, Saskatchewan River, for the City of Edmonton, Alberta, January 2, 1907.

the work in time to be of service during the autumn and winter when demand was at maximum, necessitated two other arrangements. The one was to purchase the surplus of power which the City of Strathcona anticipated.¹⁶ The other was to hire the power plant of John Walter's mill for \$1,000 for six months and so avert the need to install a temporary unit costing about \$12,000, which would not be easily disposed of at the end of the six month period that it would be in use.¹⁷

By 1908 the need to provide extended power became still more acute, and the Council ordered the installation of a new gas engine unit in the power house.¹⁸ Yet, the demand increased. There were several reasons for this. First, the City's acquisition of the street railway system in 1908 meant increased demand for electricity. Second, the area of the city had increased from 7.17 square miles in 1904 to 14.67 square miles in 1908, and to 40.88 square miles in 1914. Third, the population had increased from 14,000 in 1906 to 27,000 in 1909, to 72,500 in 1914 (see Appendix IV). Fourth, a supply of cheap power was necessary for such manufacturing concerns

¹⁶ Commissioners' Report to Council, No. 99, July 23, 1907.

¹⁷ Letter of City Engineer to the Commissioners, July 17, 1907. Mentioned in Commissioners' Report above.

¹⁸ Minutes of Council Meeting, January 3, 1910.

as grain milling, elevators, machine shops, packing plants and others that had been located in the city by the instrumentality of the Council. Thus, it was clear to the Council that expansion of the light and power system, as well as the waterworks system, which will be dealt with shortly, would have to keep step with the general development of the city. Consequently from 1910, the beginning of intensive expansion, the Council's attempts to improve the system were accelerated.

Consider some of the measures the Council adopted. First, it made an application to the Department of the Interior for water rights at Grand Rapids Island on the Athabasca River, for one mile above and one mile below the rapids, and on both sides of the river, in order to establish a power plant there. The request was granted and the Council next submitted to the ratepayers By-law No. 347 "to authorize the development of water power at Grand Rapids." The By-law, however, was overwhelmingly defeated at the polls.¹⁹ This was followed by the Council's approval of the City Engineer's recommendation to appropriate \$6,000 for

¹⁹Ibid., February 8, 1910.

investigating the future water and power supply for Edmonton.²⁰

Also, because the establishment of a large plant would require a large area of land, and by virtue of the possibility of increased land values, the Council instructed the Commissioners to secure options on lands at \$60 per acre, over a period of a year, or less than a year if the land had been greatly increased in value by the City's business to take up such options.²¹ This expenditure is reflected in the \$444,720 debenture debt created by By-law No. 466 (Appendix V). Finally in 1914 the Council agreed to build an entirely new plant, but the outbreak of World War I forced a cancellation of the project.

Thus, by owning the system the Council could regulate the rates in the best interest of the domestic and industrial users. In the Commissioners' Report for the year ending October 31, 1911, the rate of electric light was reported to be eight cents per kilowatt hour and was, with one exception, the lowest in Canada. Besides, the financial success of the operation of the system, rather more than a quarter million dollars in profit between 1902

²⁰ Ibid., August 21, 1911.

²¹ Ibid., March 8, 1912.

and 1914 (Appendix VII) enabled the Council to keep rates at a very low minimum, beyond which, the Council was assured, would mean "mortgaging the future for the benefit of the present."²²

The Waterworks and Sewerage System

Whether or not we are agreed that the basic function of an urban area should be to provide and regulate essential services, one fact is certain: the provision and distribution of an adequate water supply system is essentially a metropolitan problem. Indeed, sooner or later the local administration is bound to come to terms with it, for without an adequate water supply the expansion and development of an urban area are seriously restricted. Edmonton's first and subsequent Councils were acutely aware of this fact and with vigour and pertinacity, though sometimes with a degree of slowness born of indecision, strove to give the city a water distribution system adequate for the prodigious growth that was to follow.

For the first decade of Edmonton's urban existence, the water supply system was quite unsatisfactory. The minutes of the

²² Letter to the City Commissioners from the Superintendent of the Electric Light and Power Development, May 22, 1913.

Council meetings throughout that period reveal that the system comprised private wells and horse-drawn wagons which took water from the North Saskatchewan River to distribution points along the streets of the town. The ineffectiveness of the system was most marked especially during a fire when the wooden tanks, placed at selected sites for fire purposes, were found empty.²³

Despite the attempts of the Councils to improve the system, dissatisfaction persisted until 1901 when the Council authorized that a competent civil engineer should be employed to make a survey of the water supply for the town, and recommend and give estimates of the cost of a system that the Town might install.²⁴

The report of the engineer, Willis Chipman, convinced the Council that the Town should construct its own system of waterworks and sewers, the cost of which was estimated at \$80,000 for the waterworks system and \$60,000 for the sewer system. At the same time numerous private companies requested of the Council a franchise to supply the town with water; sometimes these requests were even supported by petitions from a certain

²³ Minutes of Council Meeting, November 15, 1893.

²⁴ Ibid., June 12, 1901.

section of the ratepayers, possibly the more gullible.²⁵ The question then was: should the water works and sewerage system be left to private enterprise or to the Town? The Council submitted to the ratepayers By-law No. 220 "for the purpose of raising \$140,000 for the construction of a Municipal System of Waterworks and Sewers", which, approved, allowed the work to be carried out.²⁶

In order for the Town to provide this service, enabling legislation was necessary. As mentioned earlier, the Town Council submitted to the Legislature of the North West Territories a private bill to acquire and establish a waterworks and sewerage system, as well as an electric light and power works system. On its completion in 1903, the waterworks system comprised some six miles of water mains and five miles of sewer mains, also two miles of water sewer branch services. Here, then, was the beginning of a comprehensive and what was to be an expensive system, complete with purification, which gave (and still gives) to Edmonton a supply of water, innocuous almost from the start

²⁵Ibid., June 19, 1901.

²⁶Ibid., April 16, 1902.

of Edmonton's urban history.

The system, having been constructed, the Council next sought and obtained the approval of the ratepayers to safeguard the public health of the residents of the town by authorizing that all dwelling houses situated along the line of the water mains and sewers should be served before June 1, 1905.²⁷ This regulation was in accordance with By-laws Nos. 240 and 243, respecting the construction of house sewer connections and the establishment of a tariff of water rates.

By-law No. 274 further stipulated that in case of any extension of the then existing water mains and sewer, the owner of every dwelling house should, within six months after the extension, have the dwellings supplied with water from the mains, and connected with the common sewer according to the provisions of By-laws Nos. 240 and 243.

At this stage two most important points must be emphasized. Public ownership provided unpolluted water for the residents, and public decision compelled all residents to be served with this water. In this way the Councils safeguarded the health of the people of Edmonton from epidemic diseases carried by polluted

²⁷ By-law No. 274, passed April 2, 1904.

water, an achievement of which perhaps few towns of comparable size at that period of history in North America could boast.

It has to be admitted, too, that the incorporation of the system was timely. It preceded the expansion which came between 1906 and 1912. Indeed, it helped to usher in that phase. At a time when the West was in fierce competition with other North American urban centres to attract settlers and industrialists, Edmonton (advanced from town to city in 1904) was in an enviable position to offer, as inducements to manufacturers, water and light free or at cost for a number of years. Thus ownership of these utilities at this crucial period of Edmonton's growth made an invaluable contribution and equally contributed much to the stability of the city in the subsequent years of depression when many cities found it almost impossible to obtain capital without tangible assets.

It was shown earlier that the increase in area and population, apart from industrial expansion, created an acute demand for light and power. The same, in addition to the obligatory legislation regulating the use of water, is true of the water and sewerage system. Expansion was inevitable. To meet the domestic and industrial demands for water the City Councils raised by debentures nearly \$2 million for investment in the system between its inception and 1913 (Appendix VIII). The economic decline which commenced in 1913

and continued into World War I interrupted for a while the development of the system; yet, by 1914 the total expenditure of the City on its waterworks was \$1.37 million (Appendix IX). Despite this heavy initial capital outlay, the revenue within that same period was \$1.36 million, which resulted in only a marginal deficit. This augured well for the future. As will be shown in later chapters, the system was to become a major source of income for the city.

By the time industrial development had gathered momentum in 1909, there were many additions to the original plant of 1903. First to be added was a three million gallon electrically driven turbine pump.²⁸ To safeguard against "possible pollution of the river in the neighborhood of the present site", the City Engineer had suggested in 1906 the removal of the pumping station to a site on the South Side (Strathcona) of the river, opposite 21st Street. When, however, it was presumed that coal could be obtained on the Gibbon's property (now Laurier Park), and that as cheap fuel it could serve both the pumping station and the power house, the City bought the property for the new site of the plant. But borings soon revealed that the coal was insufficient, and the move from

²⁸ Commissioners' Report to Council, No. 183, December 11, 1906.

the original site prevented. Additions, therefore, were made to the old plant at the old site. These included a filtering plant, especially needed during the high water season when the water became muddy, and a six million gallon Inglis Pump and Roberts filtration plant in 1909.²⁹ But even these would not eventually meet the constantly growing demand. Moreover, it was felt that the plant had become a combination of separate individual units which made further extension economically impossible.³⁰

The minutes of the Strathcona City Council show that that city's water supply was pumped from large wells. However, Edmonton's amalgamation with Strathcona in 1912 made it necessary for Strathcona to be served from the Edmonton system; as were later amalgamations and/or annexations. Thus at the beginning of the period of Edmonton's rapid expansion, the City Council was forced to consider what would be the most efficient water supply and waterworks system for the city. This is sufficiently important to warrant a review of the Council's efforts.

The Search for an Efficient Water Supply The first consideration was given to Pigeon Lake, some forty-five miles to the southwest of Edmonton, and about 600 feet above the

²⁹Ibid., No. 140, August 24, 1906.

³⁰Progress Report of the City Engineer, the Superintendents of the Power Plant and Water Works, and the City Commissioner, dated April 2, 1912.

central portion of the city. The report of a consulting engineer, John Galt of Toronto, engaged to report on the possibility of using this lake as a source of supply, advocated the possibility of using Pigeon Lake.³¹ The recommendation was criticized for the lack of care in obtaining proper data to support its claim, "which, if adopted, would necessitate the expenditure of a large amount of money on a scheme which in all probability would prove inadequate for the needs of this city."³² Apparently for this reason the Council took no action on the recommendation.

Next to be engaged by the City was Alexander Potter, consulting engineer of New York.³³ His report, more comprehensive than Galt's, showed that two methods of supplying water to Edmonton were available: the one by pumping from the North Saskatchewan River, the other by procuring a gravity supply from some of the lakes at a higher elevation than the city.³⁴ Further, the report eliminated Pigeon Lake as a source of water supply and claimed that even when Edmonton required ten million gallons of water per day, proper purification works could be installed, and

³¹ Minutes of Council Meeting, March 12, 1909.

³² Report of C. J. Yorath, City Commissioner, September 28, 1923.

³³ Minutes of Council Meeting, October 10, 1910.

³⁴ City of Edmonton, "A Report upon Improvements to the Water Supply of Edmonton, Alberta", by A. Potter, 1910.

purified water could be delivered in the City's mains for a quarter of the cost of delivering the Pigeon Lake water unpurified into the City's mains. For that reason the report recommended the North Saskatchewan River as the city's future supply. It stated that with a drainage area of 15,000 square miles and a maximum flow from the watershed during the driest year, according to reliable statistics, of 1,561 million gallons per day (524 times the existing consumption and an estimated seventy eight times the consumption when Edmonton reached a population of 200,000), the river should provide ample supply for all prospective needs of the city. Finally the report added that the supply from the river should be pumped, and the type of pumping engine to be adopted should form an important factor in the solution of the problem.

Still the Council took no action. In 1911 it was faced again with a request to resume negotiations respecting supply from Pigeon Lake, but the matter was laid over "until such times as the meter at the Pump House (was) installed, and accurate information regarding the amount of water pumped and the cost of same (was) available."³⁵ The reason for the Council's inaction may be gleaned from the following:³⁶

³⁵ Minutes of Council Meeting, June 27, 1911.

³⁶ Commissioners' Report to Council, No. 63, dated April 9, 1912.

The future water supply for the City of Edmonton, is somewhat of a complex engineering question... not a question involving difficulties of an engineering nature, but rather, a large question of economic engineering which will require much thought, careful study and calculation to arrive at a conclusive result.

Next, the City engaged Francis, Ross and Lea, consulting engineers of Montreal, to submit a report on the different available sources of water supply for the city. The report which the engineers submitted was also very comprehensive, and to some extent echoed the findings of the Potter Report:³⁷

There are for Edmonton, in our judgment, only two possible sources of supply: the Saskatchewan River and Pigeon Lake. We eliminate from the discussion the possibility of artesian wells, not only for the reason that none of magnitude has yet been proven in the district but also because of the difficulty of obtaining the requisite heavy plant to make the tests and the time consumed in making such investigation.

The report then examined the average precipitation, evaporation and runoff of the water area and arrived at the conclusion that the North Saskatchewan River was the best source of supply, that the value of property throughout the city limits or in the adjacent district was so high that it would prohibit the purchase of the

³⁷ City of Edmonton, "Report on Water Supply" by the Board of Engineers, W. J. Francis, R. A. Ross, R. S. Lea, 1913, p. 11.

large amount of land required for the establishment of a pumping plant and therefore would confine the choice to the properties owned by the City, Laurier Park, or the site already occupied by the plant. The engineers, however, ruled out Laurier Park as a suitable site because of its distance from the city and the necessity of using long mains. They felt that, if the anticipated coal supply had materialized, the Laurier Park site might have been satisfactory. Finally they compared the capital and annual costs of the various systems proposed: the Pigeon Lake Beaver Hills System, the Pigeon Lake Direct System, Local Pumping Plant Direct System, Local Pumping Plant Direct System Steam and Electric, Local Pumping Plant High Level Reservoir System, Beaver Hills Gravity System, Rabbit Hills Gravity System, and found that the most economic was the Local Pumping Plant Direct System Steam and Electric. This they recommended, affirming that the quantity of water at hand for the plant was unlimited; the quality of the water after passing through a comparatively simple process in the plant was perfect for domestic service; the pressure of the delivery would be sufficient not only for domestic but for fire purposes; and a reliable and properly designed plant was all that was needed. The pumping plant they recommended was to have high and low lift pumps, both steam driven and electrically driven, with the

filtration plant and the reservoirs located on the site of the then existing plant.

Surprisingly, the Council ordered this report "to be laid on the table",³⁸ subsequently approved the Rabbit Hills system, and instructed the Commissioners to take all preliminary steps to bring before the Council the full Rabbit Hill scheme and in the meanwhile submit a by-law to provide the necessary funds for providing adequate filtration at the existing plant.³⁹ In compliance with the request the Commissioners reported that they had examined the Rabbit Hills locality as a source of gravity supply and were not favourably impressed; the location of the raw water reservoir would be on the top of a small sand knoll without sufficient room for more than possibly a day's supply; and the possible location of the filters and clear water basin would be on a long sandy ridge which was not ideal for the construction of that class of work.⁴⁰ The Commissioners added that they also examined the Beaver Hills location and found there natural reservoirs that would provide practically unlimited storage; an

³⁸ Minutes of Council Meeting, March 3, 1913.

³⁹ Ibid., May 6, 1913.

⁴⁰ Commissioners' Report to Council, No. 154, June 2, 1913.

investigation of the entire matter should be made; and the cost of preparing the necessary surveys, plans and estimates would be about \$10,000.⁴¹ The Commissioners requested this amount which, granted, enabled them to engage Willis Chipman once more to study and report on the matter.⁴² Chipman's report categorically stated that neither the Beaver Hills project nor the Rabbit Hills scheme should be adopted; the existing pump house site in the central part of the city was operationally ideal as there was ample space for extensions to serve a population of half a million people or more; about \$880,000 should be appropriated for expenditures on the existing plant, including feeder mains (whether or not the old pumping site was retained); the City of Edmonton must rely on the Saskatchewan River for its present and future water supply; Pigeon Lake would not yield the requisite supply, neither would the quality of the water at all times be satisfactory, even after filtration; and it would only be a waste of time and money to investigate the possibility of securing a water supply from small streams and lakes or from

⁴¹Ibid., No. 165, June 17, 1913.

⁴²Minutes of Council Meeting, June 17, 1913.

deep wells.⁴³ In the same forthright manner the engineer declared:

Your city requires an unlimited supply of water suitable for domestic and industrial purposes, delivered at a reasonable cost. This can be supplied by the Saskatchewan River which flows through the city and by that only.

Again the Council authorized the matter "to be laid on the table." Notice that there have been three reports from separate consulting engineers of allegedly reputable standing, all recommending the North Saskatchewan River as the only source of Edmonton's water supply. Together they cost the City \$26,037.⁴⁴ Why, then, did this Council of 1913 refuse to be guided by responsible and expert opinion? The same peculiar behavior of this Council is noted in its attempts to extend the street car system indiscriminately, despite the responsible guidance of the Commissioners not to do so (to be discussed shortly). Whatever the reason, and, but for the Commissioners, Edmonton might have had a water system centred on the Rabbit Hills area. For generations after its inception such a system would have proven, if the reports of the engineers are to be accepted, quite inadequate.

⁴³City of Edmonton, "Report upon Water Works Extension and Source of Supply", by W. Chipman, August 9, 1913, p. 2.

⁴⁴City Commissioners' Report on Water Supply, September 28, 1923.

Political ineptitude of this kind demonstrates most eloquently a cardinal problem in local administration. By their constant grapple with difficulties that can mar the orderly development of a city, the permanent officials of a civic administration, like Commissioners, invariably have a sharper picture of the whole pattern of development and a keener awareness of the city's needs than the elected representatives who, because of their short period in office, often have not, yet are given the authority to formulate and legislate policies. There is no facile solution to this problem which raises pertinent questions: should the civil service run the government? Is the expert always right? What can be said is that it was fortunate for Edmonton that the Council of 1914 agreed to use the North Saskatchewan River as a permanent source of water for the city, but by then the outbreak of World War I and the difficulty at first to obtain capital delayed implementation of the work.

The Telephone System

In conformity with the powers conferred on the Town of Edmonton to own and operate its own telephone system within or partly without the limits of the city, and by the sanction of the rate-payers,⁴⁵ the Town Council in July 1893 contracted an agreement

⁴⁵ By-law No. 52, passed on July 12, 1893.

with the Edmonton Telephone Co., Ltd., a private company of local businessmen, and gave the residents of the town a telephone service.⁴⁶ By this agreement the Council granted to the Company for ten years the exclusive privilege of supplying electricity to operate a telephone system within the limits of the town. At the end of that period the Council purchased the system for \$17,000, with the approval of the ratepayers, and immediately set about improving it by awarding a contract to the Canadian Machine Telephone Co. Ltd. to install an up-to-date commercial telephone system.⁴⁷ From then on extensive improvements were made, as indicated in Appendix X, to meet population growth and industrial expansion, also to provide additional sub-stations. By 1914 the total amount invested in the system was nearly \$2 million.⁴⁸

For the first decade the system showed a deficit (Appendix XI), but this was to be expected since the initial outlay was necessarily high. Appendix XI shows, however, that after 1914 the system brought a steady income to the city. But the profit motive was secondary to the service which the system provided the residents. And its contribution to Edmonton's industrial growth,

⁴⁶Memorandum of Agreement between the Town of Edmonton and the Edmonton Telephone Co., July 12, 1893.

⁴⁷Minutes of Council Meeting, May 23, 1906.

⁴⁸Loc. cit.

difficult if not impossible to measure, especially in the early years of development, was singularly important. Even at this time, the period up to 1914, manufacturers would hesitate to locate their business in the city if an up-to-date telephone service was not available. That Edmonton had this service, owned it, and could offer it as an inducement to attract manufacturers indicates that the system was of much value to the city at this crucial stage and thereafter. It could even be argued that the service did much to contribute to Edmonton's status as the capital of the province.

With the purchase of the system from the Edmonton District Telephone Co. Ltd. came the acquisition of local exchanges which were outside the limits of the city. These are shown in Table VI.

TABLE VI--TELEPHONE EXCHANGES, 1905.

EXCHANGES	NO. OF TELEPHONES IN OPERATION
Edmonton	421
Strathcona	83
Fort Saskatchewan	19
St. Albert	13
Clover Bar (party line)	7
Leduc	1
Beaumont	1
Ellerslie	1
Stony Plain (party line)	4 (Government line)
Riviere qui Barre (party line)	4 (Government line)
Morinville	4 (Private line)
TOTAL	558

Source: The City of Edmonton, Financial Statements and Auditor's Report, December 31, 1905.

By agreement with the City of Strathcona, Edmonton secured the the privilege to construct and operate within the limits of Strathcona the same automatic telephone system that had been installed in Edmonton, thus linking the two cities with the new service.⁴⁹ But in the following year, 1908, Edmonton sold the Strathcona exchange (for \$1, 000)⁵⁰, the Fort Saskatchewan exchange (for \$1, 000),⁵¹ and the St. Albert exchange (for \$400) to the provincial government.⁵² Then in 1912 the Council accepted the offer of the Alberta Government (\$153, 000) for the South Side Telephone System.⁵³ Further relinquishing the operational powers of these exchanges left the City with the Edmonton Exchange only.⁵⁴ However, after Strathcona was amalgamated with Edmonton, the Council of the latter bought from the Alberta Government the portion of its telephone system within the new boundaries of Edmonton for \$168, 386⁵⁵ (Appendix X).

⁴⁹The Agreement was signed on April 10, 1907.

⁵⁰City of Edmonton, Annual Report, October 31, 1908.

⁵¹Minutes of Council Meeting, March 19, 1907.

⁵²City of Edmonton, Annual Report, October, op. cit.

⁵³Minutes of Council Meeting, September 10, 1912, and Commissioners' Report No. 206, 1912.

⁵⁴City of Edmonton, Annual Report, October, op. cit.

⁵⁵Minutes of Council Meeting, January 28, 1913. The purchase was authorized by By-law No. 469, passed on January 28, 1913.

The Street Railway (Car) System

Nothing contributes more surely to urban growth and development than the internal transportation of people and goods. Because the emergence of urban Edmonton came in the pre-automobile age -- Bollen and Schwandt tell us that the first recorded sale of an automobile (in North America presumably) took place⁵⁶ in 1898 -- the Town Council of Edmonton, in attempting to provide public transport within the town, had recourse to the only means of public transport then available, the street car. But arrangements by the Council to provide a service for Edmonton were fraught with difficulties before, and for many years after, the inception of the system. Those before the inauguration of the service arose from the inability of private companies to procure the necessary capital to establish the system; those after, stemmed from the lack of a definite comprehensive policy on the part of the other municipal utilities. This gave rise to indiscriminate extension of the street car service and to Edmonton's peripheral development at the expense of development at the core. This peculiarity is one of the chief characteristic features of the urban geography of this city. A matter of such significance deserves detailed analysis.

⁵⁶ J.C. Bollens and H.J. Schmandt, The Metropolis. Harper & Row, New York, 1965, p. 313.

Besides, the past illuminates and helps to account for the present.

It was in 1893, the year after the incorporation of the Town of Edmonton, that the Council took steps to procure legislation to establish an electric railway system, to be operated by the Town or by a private company.⁵⁷ This was the submission of a Tramway Bill to the Dominion Government, which, passed in 1894, incorporated The Edmonton Street Railway Company.⁵⁸ Its charter, according to the Act, was to be held in trust for the Town by the provisional directors of the Company.

Persistent attempts by the Council to establish the Company met with failure until 1901 when the Town Council, authorized by By-law No. 211, concluded an agreement with the Company, its provisional directors, and Thomas Stephen, a real estate agent of Edmonton.⁵⁹ The agreement made it obligatory for Stephen to apply to the Dominion Parliament for certain amendments to the railway charter of incorporation within fifteen months of the date of the assent to the Act which amended the Company's charter of incorporation. It also required him to construct and operate within fifteen months a two-mile track within the town. Further, Stephen was required to operate the railway from 6 a.m. to 10 p.m.

⁵⁷ Minutes of Council Meeting, July 26, 1893.

⁵⁸ Act of Parliament of Canada, Chapter 71 of 57-58 Victoria, 1894.

⁵⁹ By-law, No. 211, passed in Council on May 29, 1901; the agreement was signed on March 20, 1901.

continuously, except on Sundays. It could be that the terms of the agreement were too binding or restrictive, for nothing came of the agreement. By 1904 the Council decided to grant the franchise of the company to W. G. Trethewey, a real estate agent from Montreal, Quebec. This decision was not in accord with a certain vocal section of the city which at a public meeting had registered its opposition in a strong resolution. The resolution is, on the whole, revealing, and is quoted in full:⁶⁰

Resolved that in the opinion of this meeting, the proposed handing over of the Edmonton Street Railway Company's franchise to Mr. Trethewey and his associates on the terms laid down in the agreement now submitted to this meeting is highly improvident and unwise, and fraught with the greatest dangers to the town and district for the following, among many, self-evident reasons.

The franchise is of enormous value, and the suburban lines which may be constructed thereunder far exceed in earning power the line within the town limits, yet the Memorandum of agreement between the Town, the Company, and the Provincial Directors, has the effect of handing over absolutely to Mr. Trethewey and his friends forever all the valuable rights under the franchise except such as are within the limits of the town, and no provision is made for the Town in any event of regaining possession of the same.

In section 16 of the Act, special provision is made enabling the Company to sell out its rights to the

⁶⁰ Minutes of Council Meeting, March 22, 1904.

Calgary and Edmonton Railway Co., which is, as we all know, the C. P. R. in disguise, and there are many reasons for fearing that the stock allotted to Trethewey and friends will be the property of that arch enemy of Edmonton, before the ink of the signatures to the agreement is properly dry.

Section 62 of the agreement makes the deposit of \$25,000 a mere gambling option, under which Mr. Trethewey or the C. P. R. has full power to hold the franchise up to September 1, 1910, tie up all the world from building a tram line, and not do one day's work in constructing, losing nothing thereby except a paltry \$25,000 less interest, and holding forever for nothing the valuable portion of the franchise.

Because the only adequate security to the town is a provision whereby the whole franchise, urban and suburban, will revert to the Town, in the event of default by the Company,

(Resolved) that this agreement be submitted to a vote of all the ratepayers.

Apart from the obvious commendable civic loyalty, it is clear from this resolution that a percentage of the ratepayers of Edmonton at that time were opposed to so important a utility being taken over by a private company or a powerful company. This deduction perhaps explains why Edmonton has come to be the proud owner of four vital utilities. The Council amended the clauses of the agreement that were objectionable to the ratepayers who approved it. Notwithstanding the Mayor refused to sign it on behalf of the Town. He pointed out that the agreement was not one in which the Town could safely enter; the vote that was taken was

not in accordance with the Ordinance of the North West Territories; and the agreement gave the company the right to compete with the Town, possibly to destroy the value of the debentures which the Town had issued, and certainly to remove the Town's revenue from the electric light and power system.⁶¹ But the Council had given its approval of the agreement which, amended to suit the ratepayers, had been ratified by them, so that there was no other course open to the Council but to abide by the decision of the ratepayers. So, despite reservations held by a few members of the Council, the Council authorized the Secretary Treasurer to sign the final agreement.⁶²

By the terms of the agreement, the actual construction of the railway should have commenced by June 1, 1904, and continued "with reasonable speed" so that a track of at least two miles should be ready by September, 1905, and a street car service in operation. Should Trethewey fail to honour the agreement, the \$10,000 which the agreement required him to deposit with the Secretary Treasurer would be forfeited, as would all the rights, privileges and power granted by the agreement.

⁶¹Loc. cit.

⁶²Ibid., June 31, 1904.

Careful perusal of the Council Minutes reveals that the \$10,000 was forfeited, but the reason for this was carefully concealed. All that was mentioned was that the Council regarded the agreement between the Company and the City "a closed transaction".⁶³ It was after this that the Council decided to construct and operate the system as a public undertaking. It authorized the engagement of an expert street railway engineer to provide estimates of cost which would guide the Council to establish a system, operative by 1906.⁶⁴ The estimated cost, excluding the purchase of land for power buildings, car barns or terminals was given as \$100,790.⁶⁵ This amount included the cost of the track and equipment for a double track from Kinistino Avenue (now 96th Street) to 4th Street (now 104th Street), and a single track from 4th Street to St. Catharine Street, also a belt line from the corner of Kinistino Avenue (now 96th Street) and Jasper Avenue along Kinistino to Edmiston Street (now 100A Avenue); west on Edmiston Street to 1st Street (now 101st Street); south on 1st Street to connect with the main line on Jasper Avenue.

To shorten the line and to bring it into more thickly settled

⁶³Ibid., January 16, 1906.

⁶⁴Ibid., March 7, 1906.

⁶⁵Commissioners' Report to Council, No. 157, October 8, 1906.

districts, the Commissioners advised the Council to change the route thus:⁶⁶

Single track on Namayo Avenue (now 97th Street) from Jasper Avenue to Southerland Street (now 106th Avenue), then along Southerland Street to First Street (now 101st Street), from First Street to Jasper Avenue.

Double track on Jasper Avenue from Namayo Avenue to Fourth Street (now 104th Street).

Single track from Fourth Street to 21st Street (now 121st Street)--approximately 2-2/10 miles of single track and three to six miles of double track, at a total cost of \$101,284.

By By-law Nos. 89 and 90 respectively (Appendix XI) the City raised \$49,000 for the purchase of rails and \$71,000 for paving the railway portion of the streets, the total amount of which was inadequate and was supplemented the following year (Appendix XII).

The service was put into operation in 1908, from which time public investment in the system was heavy, as revealed by Appendices XII and XIII. Appendix XIII shows a progressively high investment from 1910 to 1914 and, unhappily, an equally progressively high deficit for the same period. This has to be explained.

First, the policy of the Council was to raise by debentures a considerable amount of money at 7 per cent interest, as in 1912 (Appendix XIII), for the street car system, but this amount would not

⁶⁶Ibid., No. 30, February 26, 1907.

be used for that purpose until months or years after.⁶⁷ For example, the \$60,000 appropriated in 1910 for erecting new car barns (Appendix XII) was not used on the work until July 1912, thereby charging to the system interest on the idle amount at seven per cent for two years. Second, the Council authorized extensions of the system which were unnecessary, and constructed on temporary foundations which were expensive to maintain and which later required permanent foundations.⁶⁸ Third, the street railway was the only means of public transport in a city with a population of over 67,000 in 1913, increasing to 72,500 in 1914 (see Appendix IV), and was therefore in great demand by the residents. While the privileged few had prototypes of the modern automobile, the masses depended on the street railway for transportation which, in a country with temperatures descending to -40°F in winter, was of prime importance. The demand, therefore, made for heavy capital expenses which brought small returns.⁶⁹ Fourth, optimism on the part of the Council in the expected rapid growth of Edmonton after the system was inaugurated, and the economic boom which burst upon the city had tempted the Council to extend the street

⁶⁷ Letter to City Commissioners from Street Railway Superintendent, dated January 13, 1913.

⁶⁸ Loc. cit.

⁶⁹ Loc. cit.

railway system recklessly. Added to this was the pressure exerted by three sections of the community: the residents, the Town of St. Albert and the City of Strathcona, and "certain parties", as the Council Minutes dubbed them -- largely real estate and financial brokers, and/or land developers of the day. Consider these individually.

The residents severally and repeatedly petitioned the Council, especially that of 1913, to extend the system to their respective parts of the city. Invariably the Council would authorize the extension without considering fully the economics of the projects. A few of them will be discussed.

1. The proposed extension on 7th Street East (now 97th Street) south from Whyte Avenue to 19th Avenue (now 63rd Avenue) on 19th Avenue west to 10th and 12th Streets West (now 110th and 112th Streets); on 10th or 12th Street West, north to 6th Avenue South (now 76th Avenue) to meet the car line already in existence.

With regard to this proposed extension, the Superintendent of the street railway pointed out that from the point of view of accommodating the public, there was no necessity for the line at that time. He proposed that it should not be established until the population in the vicinity demanded it; it would depend on the growth of the South Side as to when the line should be built; it would not be advisable to adopt the proposition unless the City had some guarantee as to the expenses; and it would take at least two cars, at a cost of approximately \$90 per day, to give any kind of a service on this extension. Such

an expense, he was certain, could not be derived from the extension for at least two years after the line had been put into operation.⁷⁰

In like manner the Commissioners stated that they had gone over the entire road in person and with the exception of some half dozen houses in the vicinity of Jasper Avenue and 19th Avenue south (now 63rd Avenue), there were no other buildings on the route requiring railway service, and from the vicinity of 19th Avenue south and 2nd Street (now 102nd Street) west around to 10th Street west and 6th Avenue south, there was not a single house on the adjacent property.

The Commissioners thought that the proposition, even as a free gift, was not at that time in the best interests of legitimate development. There were no other utilities along the road and once the railway was built there would be a demand for water, sewer, sidewalks, and all utilities, which it would be impossible to give for some time. In fairness to the central portions of the city, these latter, they thought, should be served first and thus encourage central development and enable the utilities to arrive at a paying basis instead of encouraging an abnormal extension.

In regard to the cost of approximately \$90 per day, the Commissioners stated that there was no revenue to meet the expenditure

⁷⁰ Commissioners' Report to Council, No. 68, March 18, 1913.

and that even if the property was good for any deficiency it would not be fair to mortgage the same against future innocent holders for the sake of encouraging at that time development through a district which was not warranted.⁷¹ In view of the above, the Commissioners could not recommend the construction of the line. Yet, despite what appeared to be sound guidance the Council authorized the extension.

2. Proposed Extension to Beverly Heights

The recommendation of the Commissioners was that this extension should not be made because it was proposed to lay the rails on a temporary rather than on a permanent road bed, the upkeep of which would be uneconomical. They declared:⁷²

We firmly believe that our energies should be put forth to the development of the central portion of our city and now that the Hudson Bay Reserve has been surveyed and is being sewered, there seems to be no good reason to develop the outskirts as against the central districts.

Again the Council ignored the advice of the Commissioners and authorized the extension.⁷³

3. Petition to extend the Street Car Line along Alberta Avenue (now 118th Avenue)

Here again the Commissioners pointed out that the petitioners

⁷¹Loc. cit.

⁷²Loc. cit.

⁷³Minutes of Council Meeting, March 25, 1913.

had, under consideration, the building of a temporary track which the Commissioners could not approve. The Commissioners recommended a double track along this avenue on a permanent road bed, and warned that while a temporary track would increase the value of the land, it would prove a detriment to the street car system as a whole. Nevertheless, the Council authorized the extension.⁷⁴

4. Proposed extension to Forest Heights.

The Superintendent's assessment of this proposal was that the extension would require at least five cars extra per day at a cost of \$40 per day per car, a total of \$200 per day. He felt that the expenses would not be met for at least two years. There was no line in the system then which was clearing expenses and none would for a considerable time. Besides, the extension that was to be built to Strathcona West as a result of the Strathcona-Edmonton amalgamation agreement would add to the city's unprofitable lines. In view of these conditions the Superintendent could not recommend the extension to commence for at least two years.⁷⁵

The Commissioners concurred with this recommendation, notwithstanding, the Council, desiring the extension, applied delay

⁷⁴ Minutes of Council Meeting, March 25, op. cit.

⁷⁵ Ibid., October 21, 1913.

tactics and "laid the matter on the table". By the beginning of 1914 the Council referred the matter to the Operation Committee, consisting of four aldermen, one Commissioner and the Superintendent of the street railway. The Committee recommended:⁷⁶

That owing to the present deficit in the Street Railway Department which is largely due to the extension of lines into sparsely settled territory, and also taking into consideration the fact that both the Superintendent of Railway and the Commission Board are practically unanimous against extending the Street Railway into such territory when it is not assured that it will be revenue-producing at an early date, this committee would recommend that no further action be taken in reference to this petition or request at the present time.

So far there were three recommendations against the extension of this line: first the Street Railway Superintendent's, second the Commissioners', third the Operation Committee's. Yet the Council refused to have these and referred the matter back to the Committee for further consideration -- an action that might be interpreted in two ways: that the will of the Council must be obeyed, that is, the extension must be authorized; and, most unethical, the responsibility of the extension, which the Committee disapproves, must rest with the Committee.

5. Petition from the residents of St. Albert to extend the Street Railway System to that town.

The petition could hardly be considered less than a bribe, and

⁷⁶ Report No. 4 Operation Committee, February 28, 1914.

will be quoted in full:⁷⁷

That if the said extension of the Edmonton Radial Railway to the Town of St. Albert is considered favourably by the Commissioners and Council of the city and a by-law for the said extension is submitted to the ratepayers and carried, we the undersigned property owners agree to furnish the City with the necessary amount of money to do the grading this year on the said extension. Eighteen Thousand Dollars (\$18,000) we believe is the estimated amount. To take a note from the City of Edmonton for the said amount, made for a period long enough to permit the City selling debentures at the most opportune time during 1914, and in this way making it possible for this line to be put in operation during the summer months of 1914, when the greater revenue will be derived, and not start operations during the Fall and winter months.

(15 signatures)

Although no action was taken by the Council, the petition is quoted to show the nature of the pressure that the Council faced.

6. Proposed extension to Bonnie Doon and Riverdale.

This proposal, like those mentioned before, failed to get the approval of the Commissioners who reported that the district would be better served by the provision of drainage facilities which were totally lacking and necessary before railway tracks could be maintained.⁷⁸

... as there are now several non-paying lines, it would be extremely unwise to add further to the burden the

⁷⁷ Petition of St. Albert residents to Commissioners, signed February 20, 1913.

⁷⁸ Commissioners' Report to Council, No. 604, March 30, 1914.

system is now carrying ... there are only two cities out of a list of twenty leading Western cities, that have at present time more miles of track per 10,000 inhabitants than Edmonton. These are Los Angeles and Denver. Hence, it should be our aim to fill in along the lines now constructed, rather than to extend further, thereby increasing our passenger haul without a corresponding increase of fares, as what we need at present is more revenue per mile of track.

Not content with this report, the Council referred it to the Operations Committee although it originally came from the Chairman of that Committee and was submitted to the Council by the City Commissioners.

In the Council's response to all these petitions is revealed a strong, determined effort to satisfy the petitioners and ignore policies established previously to make for effective administration and rational development of the city.

Consider, too, the pressure from what the Council minutes refer to as "certain parties" who, it was clear, were land developers. These fall into two categories. The first sought to build street railway extensions which they offered as gifts to the City. Clearly the extension of the street railway to their choice of location would enhance the value of their land, and clearly the gift of the railway was a bribe. Besides, the extensions were almost always built on temporary road beds which would later prove highly expensive to maintain. The second group sought first the extension of the street railway, and second the other utilities to areas they owned outside the city limits and desired to sell or develop. Yet, if the truth were known, both groups could

well be one and the same. The Council granted their requests without first resorting to the procedure advocated by the City Charter. Local government of this kind holds the seeds of general discontent which first came from the Short, Cross and Biggar Co. who threatened to bring an injunction against the Council unless a proper by-law was submitted before an agreement was consummated.⁷⁹ This had its desired effect. Immediately the Council passed a resolution which stated that:⁸⁰

Whereas certain legal objections have been taken to this Council's action in granting the right to certain parties to build street railway extensions, that a by-law be prepared by the City Solicitor, giving the Council power to acquire such extensions, and that the agreement to operate the said extensions be incorporated in the aforesaid by-law, and that the question of accepting or rejecting these gift extensions be submitted to the people for their decision.

The next protest came from the Board of Trade. This was in the form of a resolution which declared the illegality of the Council's action in accepting private railway extensions.⁸¹

Still, however, came the requests from private parties to construct street railway extensions, and still came the petitions

⁷⁹ Minutes of Council Meeting, April 8, 1913.

⁸⁰ Loc. cit.

⁸¹ Ibid., April 15, 1913.

from residents to extend the system to various parts of the city.⁸² Finally the Council authorized that all the proposals that were adopted by the Council in April (1913) to extend the street railway should be handed over to the Commissioners, the Superintendent of street railways (the advice of both of whom the Council had ignored), the City Engineer, the City Solicitor and the Public Works Committee "to boil down and bring in an agreement to this Council that will absolutely protect the City in the construction of those lines".⁸³ Clearly an admission of inefficiency!

The pressure from land developers, if these were not the "parties" seeking to build the extensions, was even more subtle. As stated earlier, these men had bought lands on the periphery of the city but often could not develop or sell them without first having city services extended to them. Nor could they sell for a better price if the services were not first extended to the sites. Successfully they influenced the Council to extend to these areas not only the street car system but other utilities as well, chiefly water and sewerage, and light and power. In this way the value of their lands increased and, consequently, the harvest of profits.

⁸²Ibid., April 25, 1913.

⁸³Ibid., April 25, 1919.

Now, it has to be admitted that the problem that the Council faced was acute and complex. Yet, administrative authorities should not be guilty of favouritism. Moreover, the evidence of mismanagement, as revealed by the Council minutes of 1913 hints at this and suggests that their motives might have been self interested. The evidence seems also to justify the conclusion that a well-thought out policy in regard to street railway extensions was lacking. Before an extension was carried out no thought was given to the expenditure involved, the revenue to be derived that would or would not warrant the extension, the distance a property was from existing utilities, and the scattered development that would result.

Perhaps the greatest folly of all was the extension of the system via McKernan Lake, passing through a wilderness, to White Mud Creek on the South Side. Another folly of parallel magnitude was the construction of a double track along the whole length of Kingsway (left incomplete without overhead wires) which had not a single house along it. The idea was to extend the line to the Town of St. Albert, about three miles to the northwest of the northern limits of the city. Blatant waste of this kind tends erroneously to give the impression that a publicly owned enterprise is a very bad thing and to be avoided, if not resisted, at all cost. And after piling error upon error the Council innocently demanded of the Commissioners an explanation why

the street railway system was not paying, and what they proposed to do about it.⁸⁴ Witness the debenture amounts raised for the system (Appendix XII), and the poor financial position of the system at the end of 1914 (Appendix XIII). Once more with deliberate patience and admirable simplicity the Commissioners explained:⁸⁵

The primary reason is that we are selling transportation at a less cost than it costs to produce. When the railway system was first put in operation there was evidently no effort made to find out what the actual cost of producing transportation would be and base the charges accordingly. If this had been done and a proper charge made, which charge could have readily been made, the system would today be in a sounder financial condition. As the railway expanded, business increased and expenses reduced, the rates could then be lowered from time to time to meet the lessening cost of production. This would be the logical course pursued by any manufacturer or merchant--first to ascertain the cost of his product and base his selling price accordingly. What evidently was done was to select the lowest rates charged in any city in America, adopt these without comparing the conditions of production where these low fares were in use, against the conditions to be met with here, in Edmonton, evidently hoping, or trusting to luck, that if these rates would not meet expenses then there would come a time when they probably would.

Thus the Council of 1913 may be criticized for permitting indiscriminate street railway extensions and by so doing increasing the burden of taxation. The waste was made manifest after the

⁸⁴Ibid., April 29, 1913.

⁸⁵Commissioners' Report to Council, No. 127, dated May 12, 1913.

boom collapsed. The City was then left with numerous pieces of vacant land, particularly on its periphery, serviced with utilities. (These are discussed in Chapter V.) These conditions were responsible for the heavy bonded debt which the city had to carry, the refunding of which until the 1930s was a burden to the city. Yet, if we leap the years to the post World War II period when another economic boom burst upon Edmonton, similar to that of pre-World War I, we see an "inverted benefit" from this haphazard development. There were in Edmonton then a large number of serviced lots immediately available for development and which the City could and did use economically for expansion.⁸⁶

And who knows, if the boom had not collapsed, whether the optimism that sparked the Council to divide the city into numerous subdivisions, extend utilities indiscriminately in an attempt to make of Edmonton the Chicago of the West - who knows if this would not have materialized? In such a case we would be commending the Council for showing foresight rather than pointing its errors. Still, the unbusiness-like manner in which decisions were taken in 1913, and the haphazard development along the periphery rather than at the core of the city cannot be excused. This was not a case of mere conflict between the elected representatives and civic officials.

⁸⁶ Interview with Mr. H. P. White, Commission Board Secretary.

The policy, established by previous Councils and being carried out by the permanent officials of the Administration, was that City services should not be extended beyond the city limits. This was done to ensure development within the city rather than outside its periphery. A reversal of this policy in 1913 had therefore the opposite effect and reveals one of the major difficulties in public administration mentioned earlier, and enunciated by Crawford:⁸⁷

Under the system of popular election the political life of an elected representative depends on keeping his people satisfied, consequently he tends to be more concerned with the exceptions than with the general rule.

The permanent officials, who in most cases have been long in office and expect to continue there, are more conscious of the difficulties which result from making exceptions to general rules, in the interests of equity for all, tend to resist requests for special treatment. Thus, on the one hand the representatives are constantly seeking a relaxation of the general rules in particular cases and, on the other hand, the permanent officials stress the necessity for adhering to the general rule.

What must not be lost sight of, however, is the fact that the street railway system contributed to the expansion of Edmonton at this phase of its development (unsatisfactory though the expansion might have been at the time), and in large measure, and in conjunction with the other utilities, determined the pattern of development

⁸⁷ K. G. Crawford, Canadian Municipal Government, University of Toronto Press, Toronto, 1964, p. 166.

of the city. The period up to 1914 initiated that pattern and the next stage of development will reveal its emergence.

Finally, the threads of this discussion may be brought together by a summary of the main points. The policy of the City to keep utility rates low was rigidly adhered to - and one might suspect political motives were involved - throughout this period of Edmonton's critical development. It was best reflected in the street railway service which was even sold to the public at a price less than the cost of production, and consequently (and in conjunction with mismanagement on the part of the City Council) ran at a deficit from its inception to, and after, World War I. The policy of course led to public acquisition of the four utilities as shown, in order that they could be regulated and administered to fit into a general plan of the city's development. But while the direct aim of the Council was the securing and maintaining of low utility rates, the indirect aim was to encourage expansion and development. These, too, were achieved, as the advent of manufacturers who were lured by utility inducements by the city clearly attests.

Another indirect benefit was the surplus that was to accrue from the utilities after the initial capital outlay on the purchase and development of the systems. Table VII summarizes the financial position at the end of 1914.

TABLE VII--COMPARATIVE SUMMARY OF RESULTS OF
OPERATION OF UTILITIES, 1902 - 1914

UTILITY	SURPLUS \$ 000	DEFICIT \$ 000
Light and Power	315.5	20.3
Water Distribution	55.3	95.7
Telephone	32.0	67.6
Street Railway	Nil	432.4
TOTAL	402.8	616.0
Deficit to 1914 \$213,200		

The Table shows a total deficit of \$213,200, most of which was carried by the street railway system. The position was almost completely reversed by the end of 1945--to be discussed in the next period of development.

Of significance, too, was the extension of the utilities from the core of the city to and beyond the city limits. As this is intricately bound up with the physical extensions of the city, both may be considered here, but only up to 1914, for the history of Edmonton's boundary extensions reveals a marked dichotomy: a significant stage before World War I, and another after World War II.

2. BOUNDARY EXTENSIONS

The stage before World War I will be examined with the aid of Appendix XIV and Figure 9. Appendix XIV attempts a summary

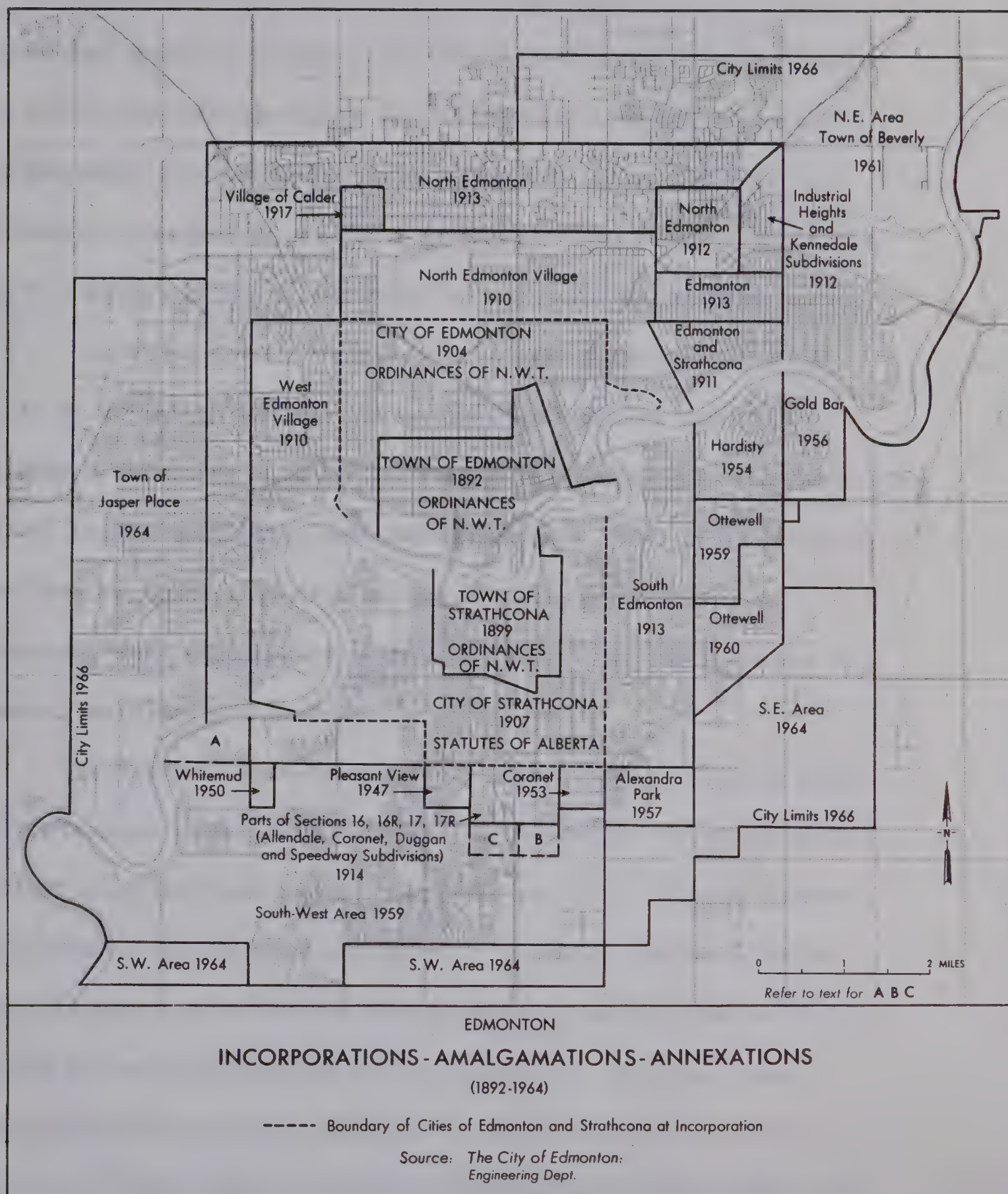


Figure 9

of the extensions of the city limits, while Figure 9 endeavours to show that summary graphically. The Appendix indicates that there was virtually little change in the boundaries of the towns and cities of Edmonton and Strathcona up to 1907. The incorporated town of Edmonton occupied an area of 3.38 square miles in 1892, increasing to 7.17 square miles in 1904 when the town was incorporated as a city. The added portion represented in part the balance of River Lots 16, 18 and 20 that was not incorporated into the town; the northerly 100 acres of River Lot 17; and the northerly seventy acres of River Lot 19--all in the Edmonton Settlement. This was secured by the City as right-of-way for the Grand Trunk Pacific Railway Company when negotiations were being made with that Company to extend their line to Edmonton

Similarly the town of Strathcona comprised 1.56 square miles at its incorporation. This area was increased to 7.54 square miles in 1907 when the Town was incorporated as a city. Figure 9 shows the extent of the extended city in 1907. It was within these limits that the policy of the Council was to operate, namely, the servicing of the area with City utilities, but not beyond. However, land developers had sabotaged the policy. They bought lands adjacent to the city limits (and thus evaded City taxation), divided these into subdivisions and lots, and sold as many as they could before the economic depression of World War I. In this way they forced

annexation of these areas on the City, so that their proud boast of contributing to the development of Edmonton, if examined closely, was no more than the profit motive masquerading itself under the guise of benevolence. Because the lots were outside the city and were unserviced, and because Edmonton refused to extend its utilities to them, the residents of these areas began to apply to the Alberta Government for permission to be incorporated as towns. This wrung from the Council of the City of Edmonton a resolution, already mentioned in Chapter 1. The resolution disapproved the incorporation of such municipalities into the City until their population warranted it, for they would have to be supplied with water and other public services by Edmonton.⁸⁸ The result of this came soon after--a series of petitions from residents of areas adjacent to the city for annexation of their respective areas, if the City would extend its utilities to them as soon as possible after annexation. Herein lay the sabotage of the Council's policy to develop the city from its core outwards, for more accretion meant more undeveloped area.

The petitions for annexation were backed by provincial legislation which stated that:⁸⁹

⁸⁸ Minutes of Council Meeting, June 6, 1911.

⁸⁹ The Edmonton Charter, Chap. 19 of the Ordinances of the North-West Territories, 1904, as amended by Chap. 76 of 1906, Chap. 35 of 1907 (Alberta) Chap. 32, 1908.

Whenever two-thirds of the inhabitants of any territory adjacent to the city desire annexation thereto they may present a petition to the Council to that effect and (if the Council agrees) the said territory made part of the city by proclamation of the Lieutenant Governor in Council. . .

The petitions between 1911 and 1914 that resulted in extensions of the city boundaries are also indicated in Appendix XIV. In respect of the petition from the residents of the Village of North Edmonton who had previously petitioned the provincial government for incorporation as a town, the city of Edmonton placed a condition on the admission of the Village into the city--the Village should encourage and group the meat packing and allied industries, including tanneries and varnishing factories, into one locality.⁹⁰ On the unanimous acceptance of this condition by the residents, the City Council authorized the annexation on the terms set out in the petition:⁹¹

(That) annexation be made providing the City of Edmonton give assurance that water, electric light, sewers, police protection and other City conveniences will be given as soon as the development of this part of the city will warrant.

But while the residents of the Village of North Edmonton could satisfy all the conditions for annexation imposed by the City of Edmonton, those residents from the subdivisions of Elm Park, City View and

⁹⁰ Minutes of Council Meeting, April 9, 1912.

⁹¹ Ibid., March 1, 1912.

other parts of North Edmonton could not meet an important requirement of the City - the donation to the City of five per cent of the area to be annexed, "to be used (by the City) as public parks or open spaces or for such other civic purposes as the Council may deem most expedient."⁹²

The reason was that nearly all the land was sold out in this part of North Edmonton, as indeed the lands in other subdivisions petitioning for annexation. Nevertheless, the Council acceded to the request of the petitioners, and the subdivisions were annexed (Fig. 9).

It must be mentioned, too, that the residents of Calder (Village of West Edmonton) also petitioned the Council for annexation.⁹³

Although the Special Committee that was appointed to consider the matter recommended annexation on the same conditions as those applied to other areas, and although the Council adopted the report of the Committee, the annexation of Calder was not effected until 1917, after which date the city limits remained fixed until 1947. Thereafter, as we shall see in Chapter X (the third phase of development), the boundaries of the city were considerably extended.

Table VIII shows that up to 1914 the total area of the city was forty one square miles but the developed area was only 5.5 square miles, representing 13.4 per cent of the area of the city. For

⁹²Ibid., July 28, 1914.

⁹³Ibid., October 6, 1914.

comparison, Table VIII also shows figures for other years that are significant in this survey and to which reference will be made later. The importance of this Table is that it reveals that Edmonton, though a city of appreciable size, had little of its land developed in 1914 or until 1947. This is overwhelmingly emphasized by the land-use map of 1914 (Fig. 6) which shows large stretches of vacant land. Thus the policy which was to keep the utilities within the city limits and so ensure orderly development, was completely reversed after 1910, and set the stage for rapid expansion of the city limits and peripheral or haphazard, as against rational or orderly, development.

TABLE VIII--AREA OF EDMONTON, 1914-1966

YEAR	TOTAL AREA (sq. mi.)	DEVELOPED AREA (sq. mi.)	PERCENTAGE OF AREA DEVELOPED
1914	40.9	5.5	13.4
1924	40.6	7.5	18.4
1930	40.6	9.5	23.4
1945	40.6	16.2	39.9
1947	40.9	17.5	42.8
1957	43.4	27.73	64.0
1962	68.7	36.35	52.6
1965	85.6	52.0	60.7
1966	85.6	54.0	63.1

Source: Planning Department, City of Edmonton.

3. SUBDIVISION CONTROL

Before Edmonton was incorporated as a town in 1892, it was a settlement within the federal administrative unit of the North West

Territories which included what are now the Provinces of Alberta, Saskatchewan, Manitoba and the North West Territories. Its siting along the North Saskatchewan River, which gave it existence, brought it in line with the policy of the Federal Government. This policy was that settlements which bordered any river or lake or other body of water should be laid out and divided into lots of a certain frontage and depth. The lots should be numbered in regular order from one upwards, each lot given a separate number. The width of the lot was to be laid out on a base line established near the front of the settlement and perpendicular to the side lines of the lots⁹⁴ (Fig. 10). No other city record was found to give information about the curiously drawn River Lots that characterize the early lay-out of the city. It is believed that a considerable part of the Edmonton Settlement, the official title before town status was granted in 1892, was in existence before the legal survey was made. The surveyor was instructed from the Surveyor General's Office in Ottawa to make a rough compass survey of the area, taking into account the holdings of the settlers and what improvements there

⁹⁴ Manual of Instructions for the Survey of Dominion Lands, issued by authority of the Honourable the Minister of the Interior, Ottawa, 9th ed., 1918, p. 50; lent by Mr. T.E. Rippon, Surveyor, Land Titles Office, Edmonton.

were:⁹⁵

From this information the surveyor designed the settlement to fit improvements and of a style that seemed most desirable. In general his instructions were to make the Settlement Plan as simple and straight as possible and to keep the lot boundaries parallel if improvements permitted.

Since the basic survey system of the western part of the country was to consist of a Grid System containing 640 acres and thus a quarter of a section would contain 160 acres, the basic unit for each settler, therefore each River Lot was to contain approximately 160 acres.

There apparently were no rigid instructions governing these Settlements except in the case of group lots where the length was not to exceed the width.

Thus, contrary to popular belief, the curious form of the early River Lots of Edmonton, as well as those of the neighbouring towns of St. Albert and Fort Saskatchewan (also early settlements of the North West Territories which bordered the Sturgeon River and the North Saskatchewan, respectively) were authorized by the Federal Government. The Town of Edmonton inherited this form which, as Figure 10 shows, were numbered one to fifteen, as well as the undivided Hudson Bay Reserve--the land which the Hudson's Bay Company was allowed to keep after the Company sold Rupert's

⁹⁵ This information was given in a letter from Mr. T. E. Rippon, Surveyor, Land Titles Office, Edmonton, June 2, 1968. Mr. Rippon, who was asked to furnish reliable information regarding the surveying, size and shape of the Edmonton Settlements lots, discussed the matter with Mr. C. W. Youngs, Director of Surveys for the Province of Alberta. Both felt it was safe to accept the explanation given.

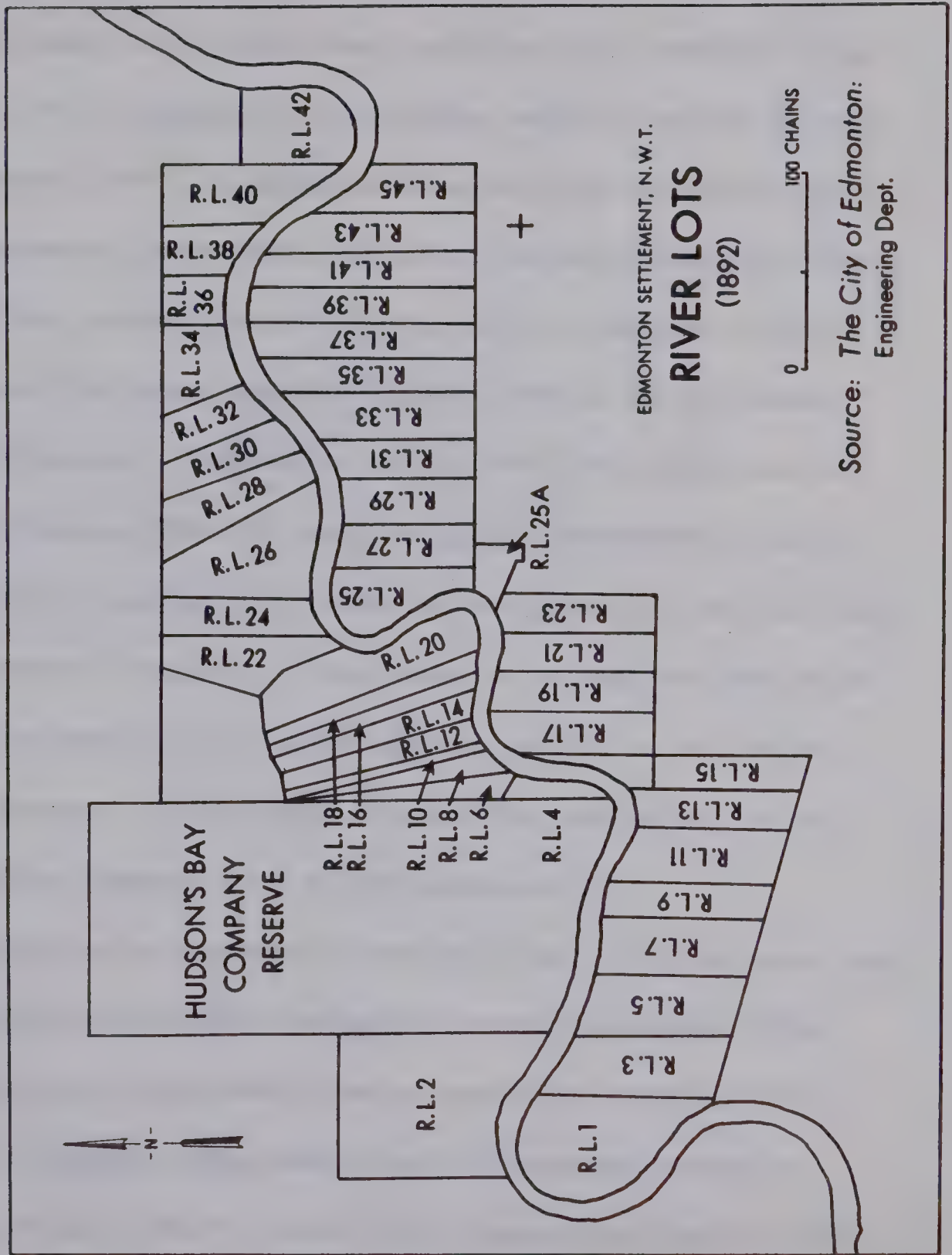


Figure 10

Land to the federal government.

It was shown above (see p.106) that with the incorporation of Edmonton into a city in 1904, the boundaries were extended by the addition of River Lots 16, 18, and 20 that were not part of the town of Edmonton in 1892. Subsequent to that time the number of lots was increased to forty. But even before Edmonton became a city, the Town had adopted the Grid System of street alignment, and established 101st Street and 101st (Jasper) Avenue as the central axis of the system. Thereafter and until the City instituted a re-plotting schemes in 1945, the morphological development of the city was based on a regular grid system superimposed on the old River Lots as shown in Figure 11. This made for an easy division of the land into rectangular lots, but it certainly was not a part of any planning process. The decision to adopt the grid pattern merely controlled the physical form of the town and city.

By 1906 the increase in the number of new subdivisions of land within the city limits called for public control to facilitate "the more convenient laying down of water mains and sewers and the erection of telephone poles and for more convenient access to buildings in case of fire", as By-law 67 (passed on June 28, 1906) declared. The By-law also authorized that streets and lanes, or one or the other of them, should at the same time be laid out as a part of the subdivision of the land and that they should conform to

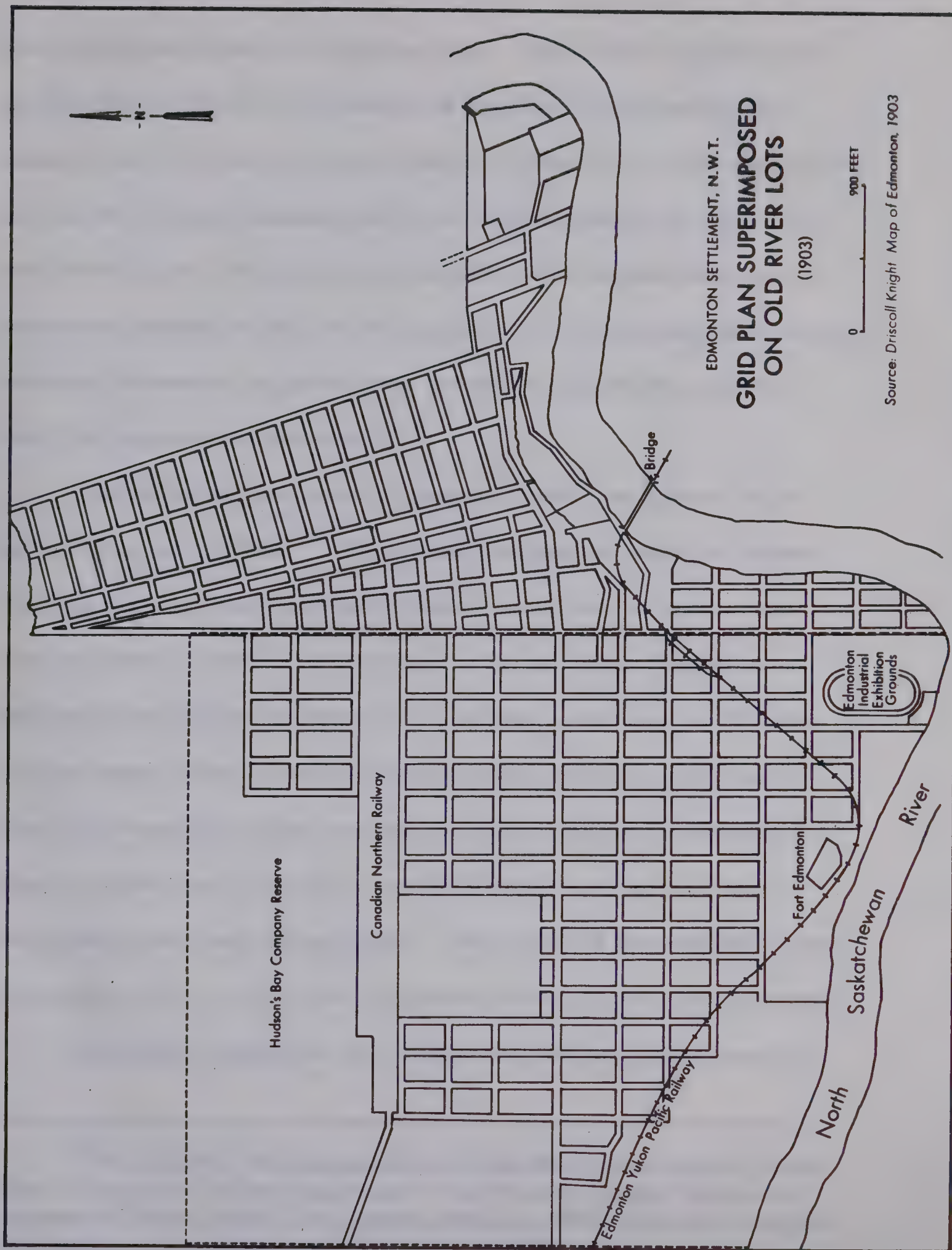


Figure 11

the streets and lanes upon adjacent land. Also from the passing of the By-law no person could subdivide land into blocks within the limits of the city, or into blocks and lots without first submitting the plan of the proposed subdivision to the City Engineer for approval. And in the case of those subdivisions that were divided into blocks before the passing of the By-law and were not registered, the owners were not allowed to register them before first submitting them to the City Engineer for approval.

The following year brought another order, sanctioned by the Land Titles Act of 1906.⁹⁶ This stipulated that the width of streets must be sixty six feet and that of lanes twenty feet; access to the rear of every lot should be provided by lanes; where the parcel to be subdivided adjoins property that has been previously subdivided, at least every other street as laid out in the previous subdivision must be produced into the new survey; and all plans of subdivision must be submitted to the City Commissioners for approval before recorded in the Land Titles Office. Nor should it be recorded unless accompanied by a certificate of approval of the City Commissioners.

Gradually, therefore, the subdivider was being harnessed by

⁹⁶ By-law No. 115, Regulations of the Municipal Council of the City of Edmonton regarding plans of Subdivision of land within the corporate limits of the City, passed May 14, 1907. See also Chapter 24, Section 124, of the Land Titles Act of 1906.

municipal controls. Conditions were being imposed on him, which were justified in the light of satisfactory, if not pleasing, urban development.

Harr is therefore right when he postulates that:⁹⁷

Land is the one ultimate resource of the community. It should be alienable so that the person who owns land but does not have the skill to develop it properly can sell it to someone who is ready and able to put it to a more intensive and automatically higher and better use for the community.

Yet, in so far as land-use policies are essential to orderly development, the Edmonton subdivider was, at an early stage, compelled to submit to land-use controls. As shown above (see p. 109), he was obliged to contribute land in each new subdivision for public parks.

The creation of new subdivisions reached a peak during the land boom of 1910-1912 when, as shown, the city limits were extended greatly as a result of annexations, directly and indirectly due to the influence of private developers who succeeded to some extent to make havoc of land development controls by the City. The flowering of subdivisions during this period is overwhelmingly illustrated by Figure 12. Except for those subdivisions within the central part of the city, most of the others were vacant or partly vacant land. An indication of the avidity of the land speculation, although it ceased with the economic depression which began in 1913, is shown by the 1918 and 1920 sales of nearly 70,000 lots which were in tax arrears during those years.

⁹⁷C.M. Haar, "The Social Control of Urban Space", in L. Wingo (ed.), Cities and Space, the Future Use of Urban Land, John Hopkins Press, Baltimore, 1964, p. 194.

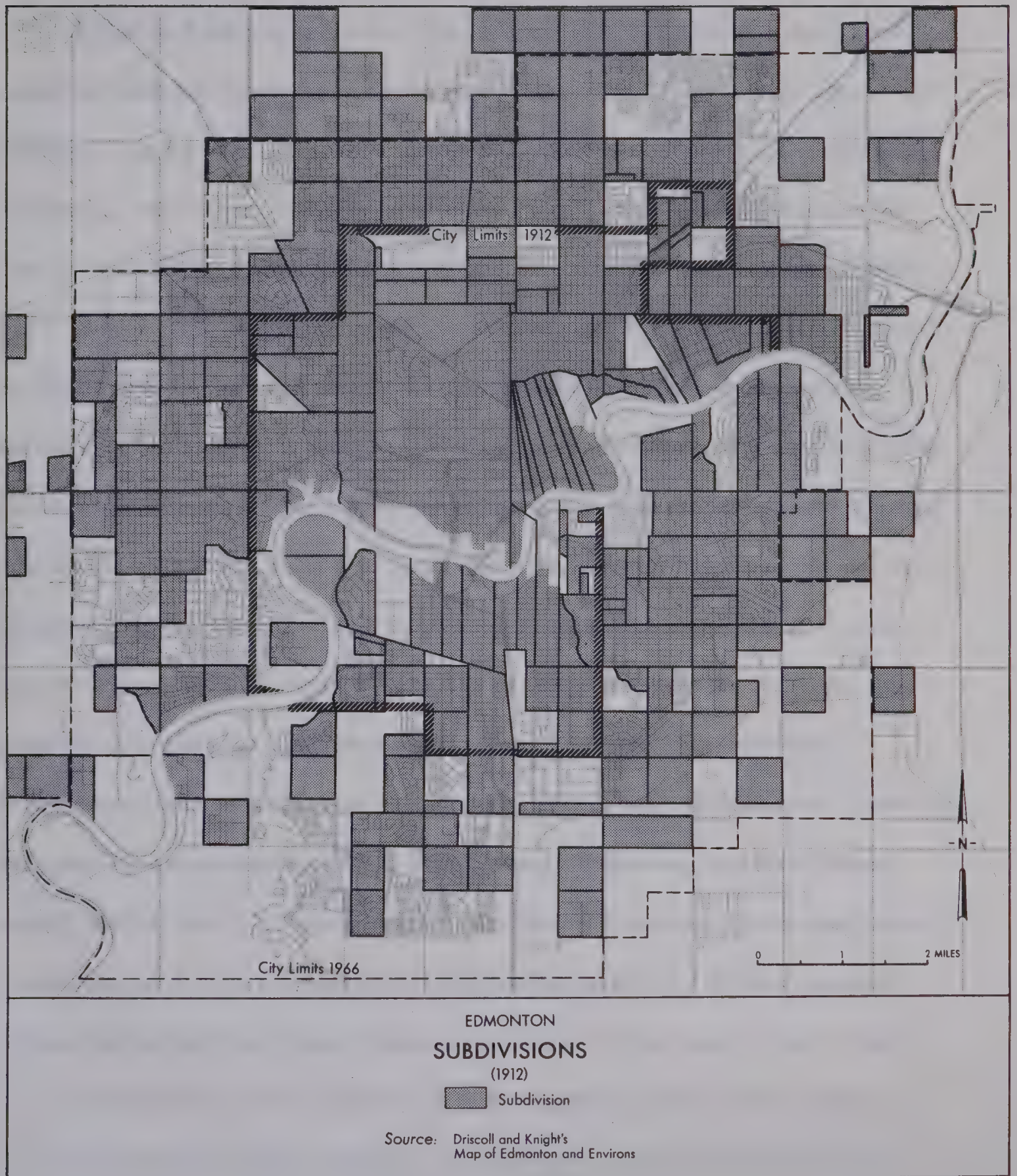


Figure 12

CONCLUSION

Continued attempts by the Councils to give Edmonton vital urban elements and functions were to include civic ownership of four important utilities: water and sewerage, generation and distribution of electricity, telephone, and street railway systems. The Councils next formulated a policy to use these utilities to control the orderly development of the city. Those who wished to avail themselves of the utilities were invited to reside within the city, since the policy did not allow extension of utilities outside the city limits. The policy, however, was only partially successful, for the trend of development which started within the central part of the city, was halted by land speculators who bought lands on the periphery of the city divided them into residential subdivisions, and succeeded too frequently in having these lands annexed to the city, invariably after all the land was sold. This resulted in peripheral development and extension of the city limits. These trends were however arrested by an economic slump immediately following the land boom and by World War I. Nevertheless, the Council succeeded in exercising a measure of direct control of the subdivisions which, if they sought admission to the city, were required to donate 5 per cent of their land for park purposes and to sell to the City another 5 per cent at the price of the land before it was brought into the city. This municipal policy was later adopted by the Provincial Government, to be discussed in the next section.

CHAPTER III

COUNCIL'S POLICIES ON PUBLIC AND PRIVATE LANDDEVELOPMENT: PLANNING CONTROLS, PARKSAND RECREATIONAL AREAS, CEMETERIES, CIVIC CENTRE

1. PLANNING CONTROLS

To curb the land-boom speculation and maintain municipal land control, the Provincial Government passed the first Planning Act of the Province in 1913,¹ although without this, the subsequent economic depression and World War I would have curbed it. The Act, somewhat nebulous in its directives, provided for the preparation and implementation of town planning schemes by a "responsible authority" which could be a local authority (Town or City Council) or a body specially constituted for the purpose. A scheme was to be prepared for any land that was in the course of development or appeared likely to be used for building purposes. The general aim of the scheme was "to secure suitable provision for traffic, proper sanitary conditions, amenity and convenience in connection with the laying out of streets, and the use of the land and of any neighbouring lands for building or other purposes."

The Act could be credited with foresight but hardly logical thinking. A seeming superstructure was required to be built on a

¹ Statutes of the Province of Alberta, 1913, Chap. 18.

foundation that did not exist. In this respect it set the stage for what was to be characteristic of planning in Edmonton, if not in Alberta, for nearly four decades after--importance was at first placed on the less important.

This first Planning Act called for a local authority or local authorities singly or jointly to appoint a commission of five to ten members (to be approved by the Minister of Municipal Affairs of the Province of Alberta) who would be responsible for the preparation and implementation of the scheme. But in 1913 there were no qualified persons in Edmonton who could constitute such a commission. Possibly because of this, nothing came of the provisions of the Act. Yet the forward-looking policies of the City Council of Edmonton had anticipated future development, and even without the guidance of a city planning department had developed certain parks, established a Municipal golf course, and built three swimming pools. In this way the Council attempted to contribute in some measure to pleasant and healthy living.

2. PARKS AND RECREATIONAL AREAS

The Need for Parks

Whether man lives in urban centres of two million or more, or two thousand or less, one of his basic needs, the desire for the pastoral scene more or less on his very doorstep, has to be met. A civic administration that ignores the need of its urban residents for open

spaces blatantly dramatizes a mentality suited to the Dark Ages. Kept in their natural condition, open spaces near an urban centre soften the rigours and harshness of concrete and brick, the whirl, noise and fumes of traffic, the noise from industrial plants and of machines for road building and road repairing--the exhausting tumult, as Le Corbusier calls it.² In addition they substitute green grass for the hard pavement and aesthetically satisfy the longings of people for the natural and the beautiful. More practically, they afford opportunities for picnicking, hiking, camping and games of all sorts. Indeed, as Bollens and Schmandt aver, they enhance the attractiveness of the entire metropolitan complex, give psychic benefits to the residents, and serve an important conservation function by helping to maintain the ecological balance of nature.³ In short, parks are an urban necessity, and ruralizing the urban environment has become a feature of the art and science of urban life.

Council's Attempts to Provide Park Areas

In Edmonton the need for parks arose early and was matched with civic foresight. Appendix XV lists the lands that were bought by the Town and City for parks, and Appendix XVI those that were donated to the City, both between 1893 and 1914. Appendix XV shows that the Council started its parks system with a modest twenty-five

² Le Corbusier, When the Cathedrals Were White. McGraw-Hill Book Co., New York, 1964, p. 172.

³ J. C. Bollens and H. J. Schmandt, The Metropolis. Harper & Row, New York, 1965, p. 337.

acres in 1893, a square block, according to the minutes of the Council meeting, in the unsubdivided portion of the Hudson Bay Reserve.⁴ In 1899 some twenty one acres were added, in 1900 one acre, and the year after two acres. Increase in population, from about 1,600 in 1894 to 7,000 in 1903 (and correspondingly a greater demand for park facilities), resulted in a decision by the Council to convert parts of the land to be purchased for the extension of Jasper Avenue to parks.⁵ The purchase was made in 1905, and the lands, the single lots caused by the extension of Jasper Avenue east, were retained for park purposes. But the need persisted, and from February 1905 to mid 1906 the Councils gave serious consideration to the purchase of other sites, as did the ratepayers who severally offered parcels of land for sale to the City. This keen interest of the residents in wanting to develop their urban community especially at this time might well have been heightened by Edmonton's becoming a city in 1904 and by the Council's and residents' overwhelming victory in winning for Edmonton the status of Capital of the Province in 1905.

Thus, it was in this spirit of civic pride that early in 1905 the Council was petitioned by a large number of ratepayers to submit a

⁴ Minutes of Council Meeting, May 10, 1893.

⁵ Ibid., December 27, 1904.

⁶ Ibid., January 17, 1905.

by-law to the vote of the ratepayers for the purpose of raising \$30, 000 to acquire for park purposes the grounds of the Edmonton Industrial Exhibition Association, some forty acres.⁶ The petition may also have resulted from the fact that the Association had been experiencing financial difficulties. As an agricultural Association it had been exempt City taxes and utility rates and received from the City yearly grants in cash, from \$500 to \$1, 500. But after making a grant of \$1, 500 in 1904, the City had informed the Association that no further grants would be made; the Association would be expected to pay all taxes and water rates; and in future it should provide more prizes for actual dairying operation and greater encouragement by means of prizes for good farm stock.⁷ Clearly this was a death blow. Forthwith the directors of the Exhibition offered the grounds for sale to the City.

The Council referred the petition of the ratepayers to the Streets and Parks Committee which, because of the public interest in the provision of more open space, and which, because of the many individual offers of sale of lands to the City for parks, had been appointed to consider this public necessity. Despite the Committee's recommendation to Council to purchase the ground, the Council

⁶Ibid., January 17, 1905.

⁷Ibid., June 23, 1904.

applied delay tactics, expressing doubt as to whether it had power under the provision of the City Charter to purchase lands for parks.⁸ Yet, previous Councils had bought lands for park purposes, as Appendix XV shows. Here the City Solicitor advised the Council that the City Charter carried no mention of parks; in his opinion the City had the power to buy lands for parks; and objection might be raised only by prospective purchasers of debentures, which objection might be sufficient to prevent their sale.⁹ But the Streets and Parks Committee recommended that no action should be taken at that time as the City Charter apparently did not definitely provide for the purchase of lands for park purposes.¹⁰ However, public interest in the provision of lands for parks had increased, and more and more private residents were offering their lands to the City to be purchased for park purposes. Still the Council refused to budge until November 1905 when it received a strong petition from the Board of Trade for the City to acquire "suitable park sites and breathing space within the city." It was then that the Council requested the Commissioners to select suitable centrally located sites for the

⁸ Ibid., February 2, 1905.

⁹ Loc. cit.

¹⁰ Ibid., June 23, 1904.

purpose.¹¹ The Streets and Parks Committee recommended two important sites: 100 acres west of Groat Estate at \$180 an acre and 148 acres in River Lot 26 and the most easterly two chains of River Lot 24, at \$175 per acre, a total cost of \$43,900.¹² The ratepayers gave the Council authority to purchase the land (By-law No. 63, passed in June, 1906) for "public parks, exhibition grounds, stock yards or other similar municipal public purposes."¹³ The 100 acre section became the Westmount Park (Appendix XV).

But the petition of the ratepayers in respect of procuring the site of the Exhibition Grounds had still to be considered. Early in 1906 the new Council had empowered the Streets and Parks Committee to interview the owners of the site, Dougall and Secord, with a view to purchasing the grounds.¹⁴ Just then it became uncertain whether an Exhibition would be held in the city in 1906. The Edmonton Industrial Exhibition Association declared that it could not handle the Exhibition and requested the Council first to obtain a grant from

¹¹Ibid., January 27, 1906.

¹²Loc. cit.

¹³Ibid., June 26, 1906.

¹⁴Ibid., January 2, 1906.

the provincial government to meet any deficit of the Exhibition.¹⁵

As the Council considered the Exhibition to be of importance to the city, it offered a guarantee of \$5,000 against loss on the condition that the Council would select a Committee to have control of the expenditure.¹⁶ Finally before the end of the year the Council submitted to the ratepayers By-law No. 86 to raise \$60,000 for the purchase of the Industrial Exhibition Grounds for their improvements.

The assent given, the grounds were bought and added to the City's park system.¹⁷ Three years later the Council authorized that a

by-law should be submitted to the ratepayers to raise \$75,000 for improving the grounds.¹⁸ The by-law was approved, and by the

recommendation of the Parks Committee the Council devoted some twenty acres of the ground to athletic sports--football, lacrosse, cricket--in 1910.¹⁹ To examine the Minutes of the Council Meetings

and the reports submitted to Council during this period is to be aware that no one had seen more clearly the need for park facilities in Edmonton at this time, especially from 1910 to 1912, than the Parks Committee whose recommendations were as numerous as they were

¹⁵ Minutes of Council Meeting, January 16, 1906.

¹⁶ Ibid., November 9, 1906.

¹⁷ Commissioners' Report to Council, No. 14, January 26, 1907.

¹⁸ Minutes of Council Meeting, September 14, 1909.

¹⁹ Ibid., January 25, 1910.

praiseworthy.

Those recommendations of the Committee that were adopted by the Council in 1910 included the acquisition by the City of the hillside property of the Alberta College, south of College Avenue (now MacDougall Drive) between McDougall Avenue (now 100 Street) and First Street (now 101 Street); budgeting to include \$15,000 to be spent on the improvements of parks; authority to be given to the Commissioners to negotiate with the Hudson's Bay Company for the purchase of that portion of the Company's Reserve known as the Golf Links; and definite plans by the Council for the laying out of parks in the city.²⁰ All these recommendations were later implemented.

Park development was carried a stage further in 1910 when the Council transferred the "Gibbons Property", owned by the City, to the City's park system.²¹ It was renamed "Laurier Park" in honour of Sir Wilfred Laurier, then the leader of the Liberal Party and Prime Minister of Canada. Before the end of 1910 the Council also passed provisionally By-law No. 300 to provide by debentures \$175,000 for further improvement of the Exhibition Park and for the erection of additional buildings on it (Appendix XV).

²⁰Ibid., December 2, 1910.

²¹Ibid., August 1, 1910.

Of the recommendations of the Parks Committee, none proved more difficult to implement than that for the acquisition of the College Avenue grounds. The matter was brought before the Councils no less than thirteen times between May, 1910, and March, 1912, and was either "laid on the table" or repeatedly referred to the City Commissioners or the Parks Committee. While the Councils delayed reaching a decision, the price of the land increased considerably. The original price of \$22,500 in 1910 rose to \$32,000 by July, 1910, and to \$60,000 by March, 1912, an indication of the intensity of land speculation in those boom days.²² It is difficult to understand the delay. The Commissioners had advised the Council of the advantages of the site: the only hillside property left from which an unobstructed view of the valley could be obtained; the public had used the area as open park and breathing space on Saturday afternoons, Sundays and every evening of the summer months; the northern part of the hill site was being developed by the G. T. P. Company which had secured a site in the immediate vicinity for its hotel and was about to spend \$750,000 on improving the site; the City had secured a site for a Carnegie Library property on an adjoining site; and the McDougall Methodist Church had been erected on the corner of College Avenue

²²Report of Parks Committee, No. 2, March 26, 1912.

and First Street.²³ Further, the Commissioners warned:

It would be a calamity for the City of Edmonton to lose this valuable property, not so much for its land value as for its value from a point of view of scenery and a breathing space in the heart of the city... It would be a grave mistake to allow the present view obtained from College Avenue to be obstructed by a fence of private buildings. This is the one point in the heart of the city where band concerts have been given for years, showing conclusively how useful it is for this purpose alone.

Even so, a month passed before the Council agreed to purchase the site for the \$60,000 demanded by the College authorities, but only because it was pressed by the Parks Committee to do so. This is not the time or place to discuss the delaying tactics in civic administration, though its occurrence will be noted from time to time. Nor is it necessary to emphasize the fact that, while most of the Councils between 1892 and 1914 saw the necessity for providing park areas within the city, one or two Councils did not fully appreciate the need, or if they did, they were too hesitant to make provision for it. Rather it may be noted that the Councils' procrastination cost the City nearly \$38,000 which could have been spent on the improvement or the provision of park sites.

Again, in 1911 the Parks Committee made a major recommendation to the Council, namely, that the Council establish a Parks Commission

²³ Letter of Commissioners to the Mayor, March 7, 1912.

for the City of Edmonton, a recommendation based on the assumption that the Commission would be able to carry out a very active programme in park development.²⁴ The adoption of the recommendation saw the establishment of the Commission, comprising seven members: five appointed by the Mayor and Commissioners, and two ex-officio members-- the Health Officer and the Commissioner of Utilities. The Commission was given its term of reference the following year when this was specified in nine clauses, advised by the City Commissioners and sanctioned by the Council.²⁵ The status of the Commission was to be that of an advisory one, with and under the City Commissioners, in the general management, regulation and control of all parks, boulevards, drives and public places, but not the Exhibition grounds which were left in the hands of the Exhibition Association.²⁶ The main function of the Commission was to devise and submit to the Councils for their approval by-laws, rules and regulations governing the use of parks, after first submitting them to the Commissioners. The significance of the Commission was summed up in a motion carried in Council:²⁷

The work of initiating, planning and advising on civic betterment schemes such as City planning, parks, and

²⁴ Minutes of Council Meeting, September 5, 1911.

²⁵ Ibid., April 30, 1912.

²⁶ Parks Committee Report No. 1, March 19, 1912.

²⁷ Minutes of Council Meeting, April 20, 1912.

playgrounds is...an important work which in the hurry of a rapidly growing city has been too much neglected and requires the thoughtful care and advisory body such as a Parks Commission, if our city is to attain to that beauty which its position as our capital city entitles it.

The life of the Commission was, however, brief. The subordinate role it was asked to play "under the Commissioners" killed it less than a year after its birth.

Another recommendation of the Parks Committee adopted by the Council in 1911 was the purchase of lands in Block 14 of the Hudson Bay Reserve for a small park, and in River Lot 14 for park extension.²⁸ The purchases, as Appendix XV shows, were made in 1912.

Further attempts in 1911 by the Council to acquire more park sites were focused on the Rat Creek Ravine in the Virginia Park Subdivision. This brought the Council a startling revelation, albeit a fortunate one for the city. The Council was informed by Darroch, Bissel and Company that they had acquired lands in River Lots 24 and 26 in what was commonly known as the "Exhibition Park" and in Virginia Park Subdivision (the Rat Creek Ravine), bordering the Exhibition Park; 2.8 acres of the Company's land in the Exhibition Park had been erroneously included in the East End City Park; the Company in laying out Virginia Park Subdivision had made allowance

²⁸Ibid., September 26 and November 14, 1911.

for a street, sixty six feet wide, between the Exhibition Park and Virginia Subdivision, which allowance would obviate the dedication of part of the Exhibition Park for a public street; and because the City was desirous of obtaining the whole of the Rat Creek Ravine for park purposes, both City and Company could settle the matter in an agreement satisfactory to both.²⁹ The Council sought the opinion of Mr. Driscoll, Surveyor, who stated that the Company's claim was valid and that the Company should be compensated.³⁰ A special Committee appointed to examine the matter, interviewed the Company and found that it was willing to donate to the City the portion of the ravine "from the street line on the north side to their south boundary line", provided the City purchased from the Company the two acres of its property (in dispute) at a price of \$750 per acre, the price at which the Company bought the land. The City would also be required to construct a driveway through the ravine.³¹ The Committee recommended the purchase on condition that the Commissioners arrange with the owners of the balance of the ravine property, the Standard Coal Company, for its purchase. (This area was Block B of Virginia Park).³² The Council authorized the purchase

²⁹ Minutes of Council Meeting, October 31, 1911.

³⁰ Ibid., November 7, 1911.

³¹ Report of the Special Committee, November 28, 1911.

³² Loc. cit.

which was effected by an agreement between the City and the Darroch and Bissel Company, signed on March 22, 1912. The City bought the 2.8 acres mentioned at \$750 per acre and the 2.15 acres, also at \$750 per acre (for street purposes). The Company, on the other hand, donated to the City Blocks A and C, approximately thirteen acres, in the Virginia Park Subdivision "to hold and use the same for all time for a park and open air space of similar purposes only."

The extraordinary zest by the Parks Committee and City Councils, especially from 1910, came to a climax in 1912 when much land was acquired to extend the City's park system. Appendix XV shows the extensions. But perhaps the most significant innovation in the system was a resolution passed by the Council, which authorized that the residents of subdivisions seeking admission to the city must donate five per cent of their land for park purposes and sell an additional five per cent at the price of the land before it was brought into the city.³³ It was the Legislative Committee, one of the standing committees of the Council, that noted with concern that nearly all the subdivisions petitioning for annexation at that time had been sold out and all of them subdivided.³⁴ It was pointed out before and must be repeated that a strong tendency among private developers then was

³³ Minutes of Council Meeting, August 3, 1912.

³⁴ Loc. cit.

to purchase a whole subdivision adjoining the city and develop it. Soon the residents would petition the City for annexation of the subdivision. If annexed, the City would then be expected to provide lands for parks, recreational area and a school. Of necessity such lands would have to be purchased from the developers, usually at exorbitant prices. It was to curb the speculative tendencies of these developers that the Council authorized that subdivisions seeking annexation were to provide lands for public purposes. The City's action anticipates almost exactly what the Province of Alberta legislated in its Expropriation Act and the Town and Rural Planning Act of 1953. These state that when a parcel of land or a group of contiguous or immediately adjoining parcels is proposed to be subdivided the total area of the reserve (land reserved for use as a park, recreational area or school sites) to be provided shall be ten per cent of the total area of land being subdivided, and that a maximum of forty per cent of the gross of the parcel of land being subdivided may be taken for roadways and reserves without compensation to the owner. That Edmonton in its sphere of authority authorized this four decades before fortifies the argument that the early City Councils comprised remarkable men, possessing remarkable foresight.

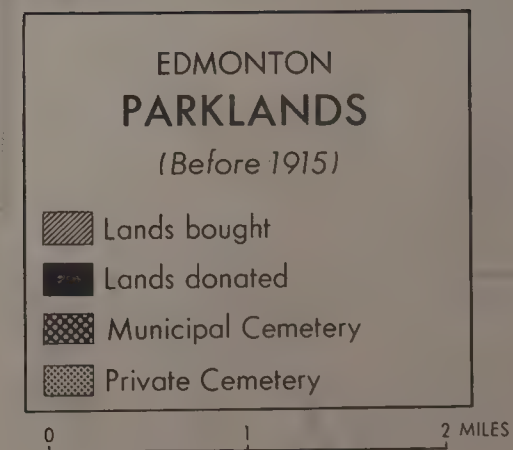
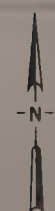
Also in 1912 the City of Edmonton engaged A. U. Morell, landscape architect of the firm of Morell and Nichols, Minneapolis, as a consultant in the laying out of the city's parks. This was in

compliance with the recommendation of the Parks Committee in 1910, mentioned previously. Most of Morell's suggestions were implemented.³⁵

As intimated before, apart from the parklands bought by the City, there were over 100 acres of land donated to the City by companies and private residents (Appendix XVI). In most cases the donors stipulated that the City was to use the lands in perpetuity for park purposes.

When all these park lands are mapped (Fig. 13), it becomes clear that the evolution of Edmonton's park system began fortuitously in the river valley. Admittedly the open space was there where it was needed most, in the heart of the city. But it was only by the united forces of the residents, the Parks Committee and the Councils that acre by acre was acquired. Thus both Civic Administration and ratepayers blazed a trail in giving to the valley an incipient recreational function. By their vigorous efforts they provided much over 1,000 acres, at a cost of much over \$2 million, if both bought and donated areas are included (see Appendices XV and XVI, and Fig. 13). This was a proud achievement, the more so when it is realized that it was made in little more than two decades, and without assistance from either provincial or federal government funds. By 1914, therefore, Edmonton's park system was firmly established and

³⁵Letter from Parks Superintendent to Engineering Department, April 22, 1913.



Source: The City of Edmonton:
Land Dept. Files

Figure 13

a striking feature of the urban scene, clearly an attractive prelude to the present park system.

3. CEMETERIES

Throughout recorded history the behaviour of man has been revealed as a strange phenomenon, verging at times on the ridiculous, if not on the humorous. This behaviour is strikingly revealed when he chooses a site to bury his dead. He supplies the dead, as Mumford remarks, with the necessities of life that were denied to the quick.³⁶ In other words, he chooses a site usually away from the madding crowds, characterized by peace and quiet, landscaped with trees and flowers, and frequently stamped with a distinctive pastoralism. So paradoxical is this behaviour that Mumford remarked further that:³⁷

In this crazy utilitarian world, it was the dear departed who enjoyed most fully a good environment; while the dark caves of houses were more like catacombs than homes for the living.

He cited Mount Auburn Cemetery in Boston, spread out, as he says, in ample acres, as one of the first landscaped areas in the United States, "designed to resuscitate the living as well as solemnly to enfold the deceased." Indeed, he believed that to achieve peace and quiet, to insulate oneself from the noisy lanes of traffic, one must visit the dead!

³⁶ L. Mumford, The Culture of Cities. Specker & Warburg Ltd., London, 1953, p. 219.

³⁷ Loc. cit.

The early residents of Edmonton acted in this way. The need for a municipal cemetery was first reported to the City Council by the City Commissioners in July, 1912.³⁸ Edmonton at that time had one privately owned cemetery which was thought to be inadequate. The Commissioners also reported that private landowners had offered to sell the City land suitable for a cemetery, and that the Council was requested to give the matter its consideration.

In its attempt to find a suitable site, it was natural for the Commissioners and Public Works Committee, to whom the Council referred the matter, to examine lands owned by the City. Their choice fell on Block 3 in the Beechmount Subdivision (Fig. 7).³⁹ However, there was uncertainty as to whether this land could be used for a cemetery. It was shown in Chapter I that this and other areas in this Subdivision were bought by the City for industrial purposes, and in doing this the City had sought and obtained an amendment to its Charter which stated that the City could sell, lease or otherwise dispose of the land to an industrial, commercial or engineering firm but could not be made as a gift.⁴⁰ Under this provision a by-law was passed to acquire the Beechmount Subdivision

³⁸ Commissioners' Report to Council, No. 158, dated July 15, 1912.

³⁹ Public Works Committee Report No. 40, dated September, 1913.

⁴⁰ The Edmonton Charter, Chapter 23 of The Statutes of Alberta, 1913, Sec. 224, p. 60.

and certain other lands mentioned in the by-law for industrial sites, and for this raison d'être the lands were acquired. Thus the Public Works Committee was uncertain if a portion of the area could be used legally for any other purpose such as for a cemetery. Consequently the Committee sought the advice of the City Solicitor who stated that in view of the special legislation, and because the lands were purchased under the provisions stated, the City held them in trust for the purpose for which they were purchased.⁴¹ He pointed out further that the old and new Charters (the "new" Charter was the amended Charter of 1913) specified that any by-law which had been ratified by the burgesses could not be amended or repealed unless the amendment or repeal was assented to by the burgesses. The amended Charter had stated:⁴²

The Council may dispose of or devote to some other municipal purpose, in whole or in part, any property acquired by the City for a specific purpose, when such property is in the opinion of the Council, no longer required, or not required for the time being, for the purpose for which it was originally acquired, or to which it has been subsequently devoted.

From this the Solicitor concluded that:

...if the Council is of the opinion that this property is no longer required for industrial sites, the Council may devote it to some other municipal purpose; furthermore I think that if the Council are not bona fide of such opinion it might be done by amending the by-law and submitting the amendment to the

⁴¹Letter from the City Solicitor to the Public Works Committee, dated September 2, 1913.

⁴²Edmonton Charter, op. cit., Sec. 230, p. 63.

Charter allowing the change.

The Public Works Committee submitted this report to the Council and recommended the use of Block 3, Beechmount, as a cemetery in accordance with the City Solicitor's suggestions,⁴³ and the appointment of a Cemetery Commission to recommend what property, if any, should be purchased by the City for cemetery purposes. The Cemetery Commission, which was appointed, reported a list of suggested sites and recommended the use of Laurier Park (then owned by the City), or the S. W. 1/4 of Sec. 35, Tp. 53, Range 24, containing 155 acres and offered at \$600 per acre.⁴⁴ Apparently not satisfied, the Council appointed the Safety and Health Committee to recommend the purchase of suitable sites.⁴⁵ The first report of this committee (No. 24, dated February 24, 1914), was adopted by Council.⁴⁶ It recommended the purchase of a site or sites for cemetery purposes, municipally owned and controlled. A second report of the Committee made the following recommendations.⁴⁷

1. The amended offer of E. L. Ferris for the northerly 80 acres of the S. W. 1/4 of Sec. 35, Tp. 53, Range 24, West of 4th Meridian, at a price of \$600 per acre should be accepted, and the necessary by-law prepared.

⁴³ Minutes of Council Meeting, September 9, 1913.

⁴⁴ Ibid., December 11, 1913.

⁴⁵ Ibid., January 5, 1914.

⁴⁶ Ibid., March 3, 1914.

⁴⁷ Ibid., March 10, 1914.

2. Should the Council consider it advisable and necessary to have a cemetery site in the West End of the City, that the northern portion of Laurier Park should be so used, if it was found suitable.

3. The Committee should take further action and investigate and report upon a cemetery site for the south side.

Although the three clauses were adopted by Council,⁴⁸ it was the adoption of clause 2 that brought considerable opposition from the Board of Trade, the neighbouring property owners, and the Parks and Market Commissioner, all of whom insisted that Laurier Park should be used for no other purpose than for a park.⁴⁹ When the Safety and Health Committee tried to counteract this opposition by recommending that a plebiscite should be held to decide whether the northern portion of Laurier Park should be used as a cemetery,⁵⁰ the Council voted that the Committee's report should be amended to eliminate this clause. (It should be mentioned here that throughout this survey the remarkable influence of the Board of Trade on the decisions of the Council constantly reveals itself).

Yet another report of the Safety and Health Committee reiterated a former recommendation favouring a municipally-owned and controlled cemetery or cemeteries, and added that a referendum should be taken

⁴⁸ Ibid., March 10, 1914.

⁴⁹ Ibid., March 24, 1914.

⁵⁰ Safety and Health Committee Report, dated March 13, 1914.

to ascertain whether or not the ratepayers of the city were in favour of the provision of such a public service.⁵¹ The Council adopted this report and so paved the way for two other reports which settled the matter irrevocably. The first of these recommended that all land lying north of 112th Avenue in the West End of the City Park should be set aside for burials.⁵² This also was adopted by the Council. The second Report recommended that Blocks 13, 18, and 19 of Beechmount, owned by the City, should be set apart for cemetery purposes; that Blocks A, B, and C in the Northcote Subdivision, each comprising ten blocks, should be set aside for park purposes (later to become a part of the extended cemetery).⁵³ It also recommends that the Commissioners should be instructed to proceed with the development of Lots 1 to 10 in Block 18, Beechmount, for cemetery purposes (Fig. 7). The Council's adoption of this report gave Edmonton its first municipally-owned and controlled cemetery which, suitably fenced and landscaped, was made to impart an idyllic air of reverent peace, though one wonders if the rumble of trains that was to come from the adjacent area given to railway yards (Fig. 23) did

⁵¹ Ibid., No. 43, April 20, 1914.

⁵² Minutes of Council Meeting, October 6, 1914.

⁵³ Loc. cit.

not shatter this peace, or, to use a hackneyed metaphor unmetaphorically, wake the dead from the grave. Be that as it may, the City Council of Edmonton had provided a resting place for its dead. This area was to be extended to the east and south, as shown in Figure 23, which will be discussed in the next stage of Edmonton's development.

4. CIVIC CENTRE

Edmonton's early attempt to develop a Civic Centre appears to have been motivated by many forces, including a dash of optimism and what might be regarded as economic convenience. The latter term requires explanation. Once a large tract of undeveloped land, suitable for any public purpose, is broken up into blocks and lots under separate ownership, easy acquisition of it for civic development is virtually impossible under normal conditions.⁵⁴ The cost of assemblage of the land and demolition of structures can be prohibitive. Moreover, the shape of the land and the alignment of surrounding streets might not accord with the new function that the area is to perform. In 1912, at the height of the land-boom speculation, facts like these apparently lay behind the Council's desire to reserve for a Civic Centre a large block of land (much of

⁵⁴ See Lewis Mumford, The Culture of Cities. Secker and Warburg, London, 1953, p. 186 f. for a discussion on Civic Centres.

it owned by the City) in the downtown area.⁵⁵ The area was bounded by Rice and McDougall Streets (now 101A Avenue and 100th Street respectively), Queen Street (now 106A Street) and the Queen's Avenue School (99th Street). The Council's specific recommendation to the Commissioners, the School Board and other officials of the City was that before the sale of any public property was made to any company or corporation, or any agreement made that would interfere or handicap the area reserved for the Civic Centre, the Parks Commission should be requested to make a report with suggestions as to "the proper development and beautification" of the area.⁵⁶ Council's recommendation further stated that until such a report was made no arrangement should be made to close streets in the area or any contract allowed for buildings that would interfere with the ultimate idea of using the district as a Civic Centre.

Based on this resolution, Alderman Gibbs, to whom the matter was referred, in conjunction with the Parks Commission, secured the services of a firm of landscape architects, Morrell and Nicholls of Minneapolis, United States, to guide the laying out of the area which was to comprise a park or open space, around which various buildings of a public or semi-public nature would be accommodated.

⁵⁵ Minutes of Council Meeting, July 12, 1912.

⁵⁶ Loc. cit.

The report and recommendations of the architects promised a pleasing Civic Centre development for which the Commissioners made three recommendations: (a) the Council should lose no time in adopting a definite policy for the future planning of the city; (b) the report and maps of the proposed project should be referred back to the Parks Commission for detailed study and further report, with special reference to legislative changes, that might be required to enable the Council to adopt the recommendations; and (c) the City Council should appropriate a further sum of \$8,500 to do the work.⁵⁷ These recommendations were approved by the Council, but it is not certain if a final report was ever submitted since the records do not reveal this.⁵⁸

In February of the following year the Civic Centre issue was again raised in Council. The latter passed a resolution authorizing the Commissioners, Assessor and Parks Commission, "to report all data and all information obtainable and suggest alternative schemes", if they had any, with their recommendations. Three sites were considered by the Commissioners:⁵⁹ one in the vicinity of the Parliament Buildings, another in the centre of the newly surveyed

⁵⁷ Commissioners' Report to Council, No. 296, November 21, 1912.

⁵⁸ Minutes of Council Meeting, December 3, 1912.

⁵⁹ Ibid., February 25, 1913.

Hudson Bay Reserve, and the third, that which the Council reserved in 1912 for the purpose. The Commissioners found that the most satisfactory location was the last mentioned which was the scheme presented by Newell of the Parks Commission and considered by Council the year before. The factors governing the choice were two-fold: the City owned certain properties in the area, and large business interests had already established themselves in that part of the city. A list of prices of the lots required was submitted (Table IX), the total price of all the lots being \$2.56 million. The Commissioners

TABLE IX--LAND ASSEMBLY FOR CIVIC CENTRE, 1913

Land owned by the City of Edmonton:	River Lot 8: Lots 30 to 46 inclusive (Rice Street Market), 49 and 50
Land to be acquired by purchase under By-law 485 or by expropriation:	River Lot 8: Lots 47, 48, 51 to 87 inclusive

Source: By-law 485, passed provisionally by Council on March 4, 1913; defeated by ratepayers.

recommended that the time was not opportune for the City to invest such a large sum in a project of that kind. Nevertheless, the Council passed provisionally By-law No. 485, "for the creating of a debt in the sum of \$2,712,193.34 for the purchase of lands for the establishment of a Civic Centre and for issuing debentures for the amount." Requiring the assent of two-thirds of the proprietary electors, as stipulated by Section 628 of the Edmonton Charter, and failing to get it, this By-law was defeated; as was a motion put to Council to revive

the issue.

World War I and the depressed economy of the city throughout the war and after compelled the Civic Centre issue to remain dormant until 1925 when it was revived. But the efforts of the Council up to 1914 were not altogether without gain; public lands within the area were reserved for the Civic Centre, and certain private lands, also within the area, were to be acquired when circumstances permitted the City to do so.

CONCLUSION

Though lacking the guidance of a Planning Department, the City Councils devised policies to develop a public parks system. The interest and encouragement of the public, and the guidance and recommendations of a very active Parks Committee (appointed by Council) enabled the Councils to buy over 1,000 acres of land, largely in the river valley, for park and recreational purposes. Indeed, the Councils' long range policy was to develop the whole river valley as a central park for the city. In like manner they devoted lands bought in the Beechmount area to a public cemetery. So optimistic were these early Councils that they attempted to provide Edmonton with a Civic Centre. The plans reveal a 19th century setting of public buildings surrounding a square and gardens. The rate-payers' opposition to the development of the Centre, together with the economic depression and World War I, merely postponed the Council's determination to develop the Centre, for it will be shown that the issue was brought before Council in 1925 and in subsequent years. Nevertheless the beginnings of public park and recreational system were established.

CHAPTER IV

MORPHOLOGICAL IMPLICATIONS OF COUNCIL'S POLICIES

The attempt of the Town and City Councils of Edmonton between 1892 and 1914 to create an environment attractive to private investment and development gave the city an evolving but distinctive morphology, documented most impressively in the 1914 land-use map (Fig. 6).

It was public decisions to bring the railways to Edmonton that initiated change and to some degree fostered urban development. The first railway to enter the city, the Yukon and Pacific, was in 1902; the last, the Canadian Pacific, was in 1910. During the interval, as shown in Chapter 1, the Council was closely involved in a web of negotiations which led to other important decisions. These included the acquisition of essential urban services, followed by the policies of water and sewerage, and electric power systems to develop the central part of the city; to use water and sewerage, light and power as inducements to attract manufacturers; and to purchase land for industrial sites along the railways. These, acting singly and in concert, have had certain spatial consequences that can be easily traced in the nascent land-use pattern that was evolving during that period.

First, four industrial concentrations emerged (Fig. 6): along the Canadian Northern line in the northwest and in the centre of the city, along the Canadian Pacific line in the south of the city, and in

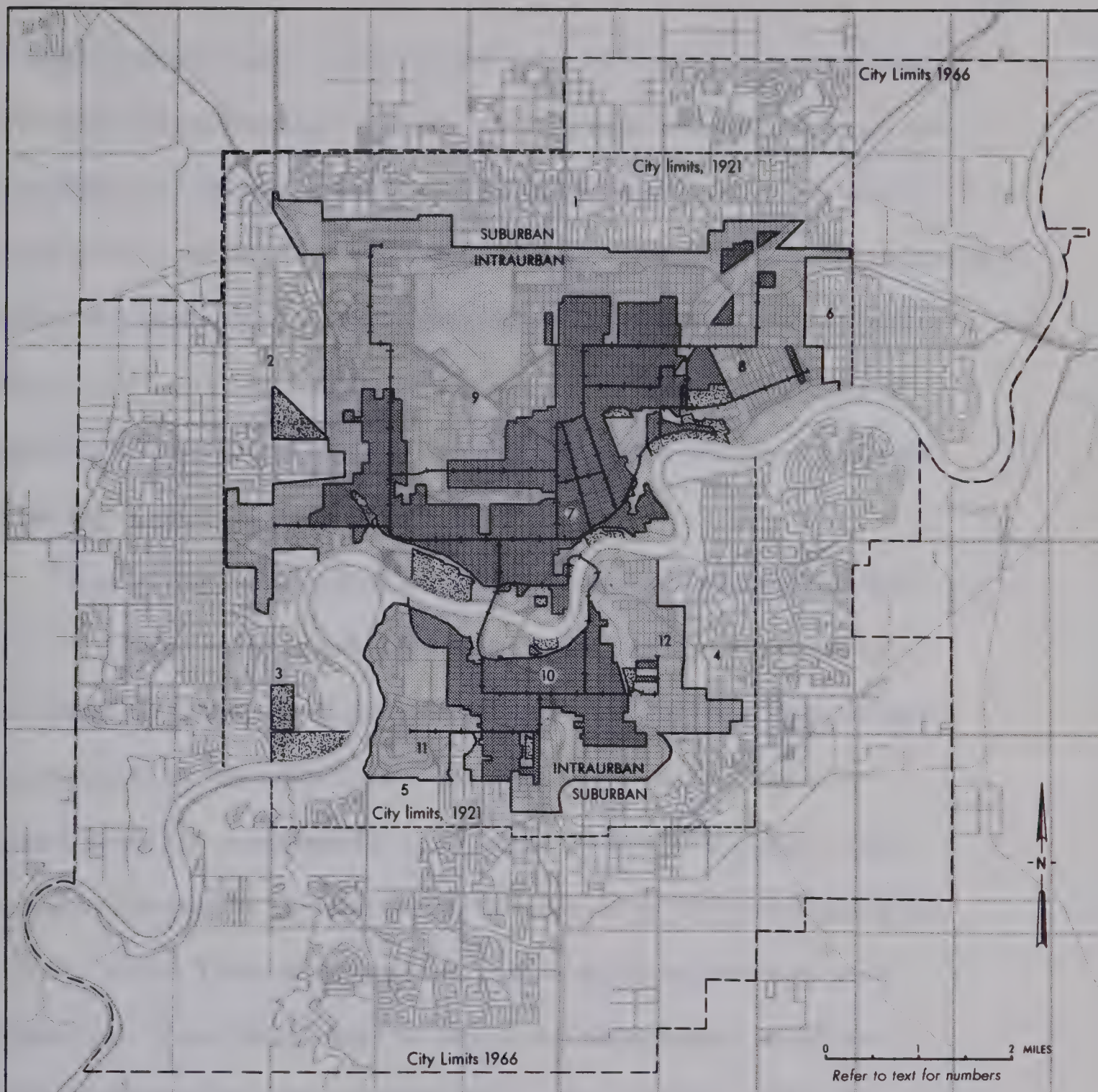
the central part of the river valley. Virtually the whole of the first three areas was dominated by manufacturing, wholesaling and associated activities.¹ The industrial concentration of the central area was due to a great extent to the arrival of goods by the railway, their storage, distribution and transshipment. It was this dichotomy of functions, reception and distribution, that gave this area the stamp and badge of a wholesale district. The same is true of the C.P.R. area to the south. As a result of the railway, it became the site for stockyards and cold storage and meat-packing plants. In like manner the C.N.R. line in the northeast contributed to stockyards in this area, indeed to the area becoming a manufacturing site. There is no doubt whatsoever that the railways have contributed to this industrial pattern of land use. The fourth cluster of industrial activity, in the central part of the river valley, arose not from the direct influence of the decisions to bring the railways to the city, nor from the railways themselves, although their services might have played a part. It was localized there by water requirements, although other physical conditions (particularly flood) and the demand for more open space within the city, later resulted in public decisions which banished industry from the valley. The industries concentrated largely on wood products which utilized a great amount of water from the river.

¹ Hermia Kwok-Yee Lai, "The Evolution of the Railway Network of Edmonton and its Land Use Effects", unpublished M. A. thesis, University of Alberta, Edmonton, Alberta, July 1967, p. 22.

Thus the effect of forces other than those of public -decision making cannot be ruled out from this discussion.

Another element of the land-use pattern that had evolved by 1914 was the railway properties along the C.N.R. to the north and the C.P.R. to the south. The agreements which these companies signed with the City permitted the purchase of lands by the companies for use at that time or later. The properties, as will be shown, were later to extend the industrial land use in these areas. Therefore, indirectly, public decisions accounted in some measure for their development.

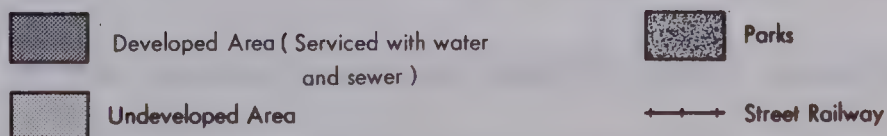
The residential land-use pattern can also be attributed to decisions of the Council. The high- and medium-density areas (Fig. 6) are the areas which the Council insisted should be first served with water and sewers. This may be verified by comparing Figure 6 with Figure 14 which shows the developed or serviced areas up to 1921 but which represented conditions up to 1914 since virtually little improvement was made during the years of World War I and during the economic depression which coincided with that war. What is difficult to ascertain is whether the pattern would have been the same had the Council decided not to acquire these utilities. It is a fact that in local government, public decisions reduce the number of possible ways in which the community can be developed. Yet it might very well be that this central area would have been the first to be



EDMONTON

DEVELOPED AND UNDEVELOPED AREAS

(1921)



Source: The City of Edmonton:
Special Report on Assessment and Taxation, 1921

Figure 14

developed even if forces outside the orbit of local government were operating independently. Indeed, these forces were operating, and accounted for the low-density residential areas which were wholly peripheral to the high- and medium-density areas. These were shown before to result from the influence of private developers who had bought land on the periphery of the city for speculative purposes, and from the predilection of a few residents who were not addicted to paying municipal taxes.

Again, the influence of a main-line railway station and that of a very large railway hotel--with both station and hotel partly the result of Council's decisions--contributed to some degree (not measurable) to the extension of the residential areas, as they consolidated the commercial area at the centre of the city. The commercial area to the south was influenced by the terminus of the C. P. R. at the Town of Strathcona before its incorporation with Edmonton. To all this must be added the influence of the City's publicity campaign on the evolving urban morphology. Therefore all these processes and influences were operating together during the period up to 1914. While a quantitative assessment is hardly possible because of the intricacy and variability of the contributing factors, a qualitative assessment is made possible by the detailed analysis attempted in Chapters I and II. From these chapters it is clear that a chain of interlocking processes had begun to evolve and

shape a distinct land-use structure.

Added to the industrial and residential patterns of the 1914 land-use which emerged as a result of public decisions was the pattern of parks and recreational areas. Individual groups of residents determined to provide the city with more open space, the public at large approving money by-laws to purchase parklands, and the Council's formulation of a policy to keep the central river-valley lands as parks and recreational space, all combined to create the pattern shown in Figure 13. Outside the central river valley, public decisions added other parklands and open spaces to the emerging park system: the Exhibition Grounds and Borden Park, the Kennedale Park, the Westmount Park (undeveloped), the Strathcona Athletic Grounds (by the former Town of Strathcona), and the Beechmount and Edmonton cemeteries. During the same period donations of land by private persons for parklands contributed the Allendale Park and a number of ornamental and other parks (Fig. 13). The decisions of private groups also added the Roman Catholic cemetery. Thus the consequences of public decision-making, while having a direct influence on the distribution of parklands within the city, were not the only processes that were shaping the morphology of the city. Other processes were involved and were interlocked with those of public decisions.

The medley and interplay of forces were registered once more in the physical extensions of the city up to 1914. The incorporation

of the Town of Edmonton and the Town of Strathcona and the annexation of River Lots 28, 30, 32 and 34 (resulting from the amalgamation agreements between the two towns) were the consequence of public decisions (Appendix XIV). Thereafter the annexations, though having the approval of the Council, were more or less forced on the Council by the actions of private land speculators. Together with the people who bought their lands on the periphery of the city, they brought pressure on the Council to annex these lands to the city. Therefore two processes relative to the physical growth were at work in Edmonton, especially between 1912 and 1914 (Appendix XIV). The first was born of public ownership, hence public regulation. It was the ownership of the four essential utilities which the Council decreed should be used in controlling the development of the urban area. The second was the attempt of private investors to circumvent the land development policies of the City, despite the City's increasing control of subdivisions. While the former considerably enhanced the development of Edmonton, the latter unmistakably led to numerous boundary changes and aerial expansion up to 1914. Yet, again it can be said that even without pressure from private land investors and residents of peripheral communities, extension of the city limits by the process of public decision-making was inevitable, for the population of the city had increased and required more living space.

The conclusion, therefore, is that up to 1914 public decisions

on land development were beginning to show positive effects. But public decisions represented only one set of forces in the emerging morphology. Other forces conflicted with, still others complemented, those of public decision-making to effect change. Thus Edmonton's morphology by 1914 was partly the consequence of an amalgam of processes in which public decisions were paramount.

SECTION II

THE PERIOD 1915 TO 1945

COUNCIL'S INTERVENTION IN PRIVATE AND

PUBLIC LAND DEVELOPMENT

Section II, like Section I, attempts to analyze the processes of public decision-making and to show the morphological implications of the Council's policies, but essentially in public and private land development. The period of slow growth, caused by two world wars and two economic depressions which, while they made the City indebted, gave it ownership of a large percentage of its land area. Civic ownership of the land, however, later facilitated rational planning and rapid physical change, and encouraged policies that made for development.

CHAPTER V

COUNCIL'S LAND ACQUISITION AND DISPOSAL POLICIES

The City's Tax Levy and Arrears of Taxes

In Edmonton's early history, as indeed in the early history of much of Western Canada, the levying of taxes was not altogether satisfactory, and accounted in large measure for enormous arrears of taxes which almost crippled the functioning of the City during World War I. The custom then was to attempt to raise the greater part of the revenue by a tax on land alone. Improvements were originally assessed by the Town of Edmonton but at its incorporation as a city in 1904 the assessment of improvements was discontinued and was not reinstated until 1918,¹ and only after the Council in conference with commercial, financial and professional interests had formulated a policy of supplementary taxation.²

The adoption of the single tax in Edmonton, as in other urban areas throughout Alberta, Saskatchewan and British Columbia, was influenced by the removal of taxation on improvements in Vancouver, and justified by the alleged prosperity which the single tax had brought to that city.³ It was subsequently found in Vancouver,

¹The City of Edmonton, "Special Report on Assessment and Taxation", August 1921.

²Minutes of Council Meeting, September 11, 1917.

³Extract from the Manitoba Report on Taxation, 1919, given in the Special Report referred to in footnote 1 above.

Edmonton and other Western Canadian cities that the adoption of the single tax brought great financial difficulties, heightened all the more by the lack of town planning, and especially by an attempt to base taxes on extravagantly inflated land assessment during the boom period. The ill effects of the single tax were not felt during the period of intense economic expansion in Edmonton when speculative landowners were purported to be making fortunes daily and could pay taxes. When, however, land values began to fall at the turn of 1913 and the real estate boom came rapidly to an end, the City was unable to raise revenue expeditiously because landowners were then unable to pay their taxes.

In 1913 Edmonton was a city of 41.6 square miles or 26,342 acres, of which only 4,730 acres or eighteen per cent was serviced with water and sewer⁴, and was therefore described as developed (Fig. 14). Yet the City was committed through annexation agreements to extend water and sewer services to much of the undeveloped land in the suburban and intraurban zones which were demarcated by the Board of Utility Commissioners (Order No. 1505 B) in March 1912. The suburban zones (areas 1 to 6), although divided into blocks and lots, was basically agricultural land. Yet its assessed value before

⁴The City of Edmonton, "Special Report on Assessment and Taxation", op. cit.

1921 was inflated from an average of \$100 per acre, which would have been reasonable, to \$274 per acre.⁵ Because of the financial stringency of the time, it became increasingly difficult to collect the taxes which were levied on the lots in this area.

In the intraurban zone there were also large sections that were undeveloped and highly assessed. For instance, the area 8, comprising 5,484 acres, was purely agricultural land. Its assessed value of \$1,255 per acre, should have been \$500 per acre, while the assessed value of area 11 was \$784 per acre instead of \$400 per acre.⁶ The assessment on the vacant properties in areas 7 and 10 was equally too high. Clearly the high assessment and the inability to pay taxes resulted in shortages of municipal revenue which were a serious hindrance to the efficient administration of the city at this period. Signs of this began to appear in the Council Minutes from the middle of July, 1913, when money by-law after money by-law was presented to Council and passed, each aiming to raise adequate amounts for local improvements, or to meet current expenditures, or to meet deficiencies caused by tax arrears. The more significant of these by-laws from the middle of 1913 to 1917 are listed in Table X.

⁵Loc. cit.

⁶Loc. cit.

TABLE X--MONEY BY-LAWS PASSED BY EDMONTON CITY COUNCIL
1913 TO 1917

BY-LAW NO.	DATE	AMOUNT	PURPOSE
510	July 15, 1913	\$1,461,999	For local improvements, 1913
511	July 2, 1913	215,099	For local improvements, 1913
512	July 2, 1913	881,495	For local improvements, 1912
513	July 2, 1913	236,512	For local improvements, 1912
536	Jan. 13, 1914	2,400,000	To meet current expendi- ture
570	May 5, 1914	595,680	To pay share of certain local improvements assumed by City
571	May 5, 1914	10,220	As above
572	May 5, 1914	23,360	As above
595	July 21, 1914	4,000,000	For temporary purposes
600	Sept. 25, 1914	3,000,000	To meet current expenses
655	Sept. 28, 1914	500,000	To meet current expenses
672	Dec. 28, 1915	2,075,000	Temporary Loan Bonds and hypothecation of debentures as security
673	Jan. 11, 1916	2,000,000	To meet current expenses
683	June 21, 1916	1,363,000	Special debenture against 1914 tax arrears
684	June 2, 1916	1,356,000	Special debentures against 1915 tax arrears
694	Dec. 7, 1916	650,000	Hypothecation of special debentures
697	Jan. 16, 1917	2,000,000	Current Expenditure and Public and Separate Schools
700	July 3, 1917	1,200,000	Special debentures against 1916 tax arrears
711	Aug. 28, 1917	750,000	Hypothecation of debentures as security for payment
TOTAL		\$24,721,365	

Source: The City of Edmonton, Financial Statement and Reports,
1913 to 1917.

They aimed at providing nearly \$25 million. Also, the City was still compelled by law to pay to the School Boards 100 per cent of their tax levies whether or not they were collected. The City was further required to pay 100 per cent of its debenture charges each year. Clearly then, it was difficult for the City to finance the remainder of its expenditures when it collected only 49 per cent of its tax levy in 1916 and no more than 50 per cent in the years 1914 and 1918.

A clear indication that the solvency of the City was threatened is revealed by a motion put to Council on September 21, 1915.⁷ It stated that (a) the unpaid taxes had seriously crippled the municipal administration; (b) it was impossible for the City to realize the unpaid taxes until three years after proceedings had been taken under the Tax Enforcement Act; (c) one million dollars were due to the City from delinquent taxpayers or land speculators; and (d) the City Charter should be amended to allow the City to realize unpaid taxes on unimproved property without delay.

The motion was reconsidered and replaced by another which, carried unanimously, called the Council to apply at the next session of the Legislative Assembly for an amendment to the City Charter which would provide for the collection of arrears of taxes by the

⁷ Minutes of Council Meeting, September 21, 1915.

sale of delinquent lands. The application was made, and the Edmonton Charter was amended by provincial legislation which gave the City the right to sell lands that were in tax arrears before December 31, 1913, and up to December 31, 1915.⁸ The Statute also authorized that lands which were offered for sale and were not sold should be re-submitted for sale on two other occasions. If they were not sold on the third occasion, they should be sold to the City "at the upset price," that is, the price at which they were assessed, but the City would not be required to make a cash payment. Also the City was authorized to sell these lands at any time, and transfer their titles of certificate to the new owner.

Thus directed, the City of Edmonton advertized for sale in the Morning Bulletin of Wednesday, February 21, 1917, no less than 20,114 lots that were in tax arrears. From Table XI it can be seen that the cumulative total of tax arrears up to 1917 were \$6.2 million, as against \$5.3 million in 1916. At the Tax Sale of 1918, of the 52,155 lots listed for sale, 30,189 were forfeited to the City.⁹ These were valued at \$6.23 million and carried tax arrears of \$1.8 million which increased the cumulative total to \$8.0 million (Table XI).¹⁰

⁸ The Statutes of the Province of Alberta, 1916, Sec. 34, p. 17.

⁹ The City of Edmonton, Financial Statement and Reports for Year ending December 31, 1920.

¹⁰ Reported to the Council by the City Assessor, Minutes of the Council, December 27, 1920.

TABLE XI--TAX LEVIES AND TAX ARREARS (\$ MILLION) IN
EDMONTON, 1916--1945

YEAR	ANNUAL TAX LEVY	TAX ARREARS		PERCENTAGE OF LEVY COLLECTED	NET DEBENTURE DEBT ^a
		In each year	Cumulative total		
1916	3.3		5.3	49	11
1917	3.2	6.7	6.2	66	10
1918	3.7		8.0	55	10
1919	3.7	3.0	7.8	69	10
1920	4.5	5.3	7.8	73	9
1921	4.1	3.2	8.5	71	10
1922	3.4	3.2	8.1	80	10
1923	3.3	2.3	8.8	80	10
1924	3.3	1.8	8.8	83	11
1925	3.6	1.4	8.8	85	16
1926	3.5	1.3	8.8	86	16
1927	3.6	1.1	8.6	87	15
1928	3.7	0.9	8.1	88	15
1929	3.7	0.9	7.8	88	16
1930	4.1	1.1	8.0	85	16
1931	4.3	1.3	5.4	80	16
1932	4.4	1.8	5.7	77	16
1933	4.1	2.1	6.2	74	15
1934	4.4	2.5	6.7	72	15
1935	3.7	2.2	6.4	79	15
1936	3.8	2.1	6.2	80	14
1937	3.7	2.0	5.8	81	15
1938	3.7	1.8	4.9	82	15
1939	3.6	1.7	4.5	83	15
1940	3.6	1.5	3.5	85	15
1941	3.7	1.3	3.0	86	15
1942	3.7	1.0	2.3	89	15
1943	3.7	0.7	1.3	92	15
1944	4.2	0.5	1.2	94	14
1945	4.4	0.5	1.2	95	12

^aNet Debenture debt is the total debenture debt less Sinking Fund on this debt, less Utilities Bonds and Local Improvements (ratepayers' share), and less Sinking Fund on these Bonds and Improvements.

Source: The City of Edmonton, Financial Statements, 1916 to 1945.

In this way the City was becoming owner to much of its area but at the same time it was becoming increasingly indebted. And according to Provincial legislation, the tax-arrears lands could not be sold by the City until two years after the date of their forfeiture. It was no wonder, then, that the Edmonton City Council requested the Provincial Government to amend the tax sale provisions of the Edmonton Charter "to enable property to be sold for taxes six months after the end of the year in which they matured, with one year for redemption."¹¹ And even before this, the Council had requested the Provincial Legislature to amend the City Charter to allow the City to levy taxes other than on land.¹²

The City's Acquisition of Tax-Arrears Lands

Two important Provincial Acts in 1919 made Council the owner of a more considerable portion of the city's area. These were The Tax Recovery Act and The Arrears of Taxes Act, both of which became operative on May 17, 1919. The first, and more important, stated that unless all arrears of taxes on any land were paid before the first day of July of each year, beginning with the year 1920, the land would be liable to be sold to cover all arrears.¹³ This Act

¹¹ Minutes of the Council, June 23, 1917.

¹² Ibid., January 2, 1917.

¹³ Statutes of The Province of Alberta, 1919, Chap. 20, Sec. 4, "An Act to provide for the Recovery of Taxes," p. 133.

also carried two sections of paramount importance, especially to Edmonton. The first stated that should the land offered for sale fail to yield the full amount of arrears of taxes and costs, it could be sold for a lesser amount, provided that the amount was not less than a minimum value fixed by resolution of the Council. This minimum value should not be made public until after the sale. If, however, the owner of the land desired to redeem it, he would be required to pay the full arrears of taxes and costs, together with additional penalties for redemption.

The second laid down that a municipality, before selling the lands forfeited to it, should offer it in parcels for sale by public auction, and that this should be preceded by three weeks notice in a local newspaper. If the land was not sold, the municipality would then be free to sell it privately at any price. This Act was amended in 1921, and by the following year a new Tax Recovery Act was passed, which enunciated clearly the condition of forfeiture of land to a municipality: after the fourteenth day of August in the year following the year in which the tax was imposed, in the event of non-payment the land would be forfeited to the municipality within whose area it was situated.¹⁴ It also permitted municipalities

¹⁴ Ibid., Chap. 122, 1922, "An Act to provide for the Recovery of Taxes," p. 133.

to file a caveat against lands that were in arrears of taxes, and to take possession of their titles of certificate if the owners failed to redeem the lands a year after the date of the filing of the caveat. Finally it gave municipalities the right to sell such land a year after receiving its title of certificate.

These measures were themselves effective weapons in the collection of the City's taxes, as indicated in Table XI. The collected portion of the tax-levy rose sharply from 49 per cent in 1916 to 73 per cent in 1920, and to 88 per cent in 1928. After a relapse to a new low of 72 per cent in 1934, there was a further continuous rise to 95 per cent in 1945. The measures were also effective in the collection and reduction of arrears of taxes. The annual arrears fell from a maximum of \$5.3 million to \$0.9 million in 1928 but rose slightly in the 1930s. In like manner the cumulative total tax arrears was reduced progressively from a maximum of \$8.8 million (1923 to 1926) to \$7.8 million in 1929, to an average of \$6 million in the 1930s, and to \$1.2 million in 1945. Thus by the amendment of the City Charter in 1916, and the introduction of The Tax Recovery Act in 1919 and its amendments, Edmonton was helped not only to collect its taxes but also to become owner of thousands of building lots.

The City's yearly acquisition of tax-forfeited lands, referred to in the City's records as "Tax-Sale lands", and the sales and

exchanges of these lands were so many that their recording occupies no less than eleven huge rolls in the City's Land Department.¹⁵ The mapping of these thousands of lots seemed the only convincing way of revealing what had taken place.

The mapped data cover the period 1920 to 1966, which, for convenience, was divided into four sub-periods. The first extends from 1920 to 1929. These dates appear significant, for 1920, two years after the first public sale of tax-arrears land in 1918, marked the first official transfer of lands to the City, decreed by provincial legislation; and 1929 closed the post-World War I era before the second economic depression. The second period includes the depression, and closes with the end of World War II in 1945. The third, a time when few lots were forfeited and most of the forfeited lands were sold, should run unbroken from 1946 to 1966 but because the City's Land Department changed its method of recording land dealings in 1954 it was found convenient to divide the period further into two: 1946 to 1954 and 1955 to 1966.

The mapped data embrace the lands acquired by the City as a result of tax forfeiture and the lands sold by or given in exchange

¹⁵ The term "tax-sale lands" is unsatisfactory. It means lands that were in tax arrears, which were offered for sale, and which, by provincial legislation, if not sold, were forfeited to the City.

to the City. In addition the lands purchased by the City before 1918 were recorded for comparison, as were the lands donated to the City. There were a few land transactions that were ignored because of their complexity. For instance, in the period 1930 to 1945 many lots were acquired (forfeited to the City for tax arrears), then sold, forfeited to the City again, then exchanged. These four transactions during the same period could not be shown satisfactorily on a single map. When this occurred the last two transactions only were recorded. Since the mapping required plans that show blocks and lots, the base plan was drawn on a scale of approximately one inch to 500 feet.

As this part of the survey deals with Edmonton's stage of development from 1915 to 1945, the mapped data for 1920 to 1929 and from 1930 to 1945 will be discussed here.

A meaningful presentation of the result of the mapping posed a problem which was resolved in two ways. First, an area of the city was chosen to show the type of transactions that took place in the two periods before 1945 mentioned above, and to show how the data were mapped (Figs. 15a and 16a). For comparison and completeness the lands purchased by the City before 1918 are shown in Figure 15a, while Figures 17a and 18a are added for the periods 1946 to 1966. From the four figures it is clear that the transactions were as numerous as they were complex, and that most of the changes took place between 1920 and 1945, though the

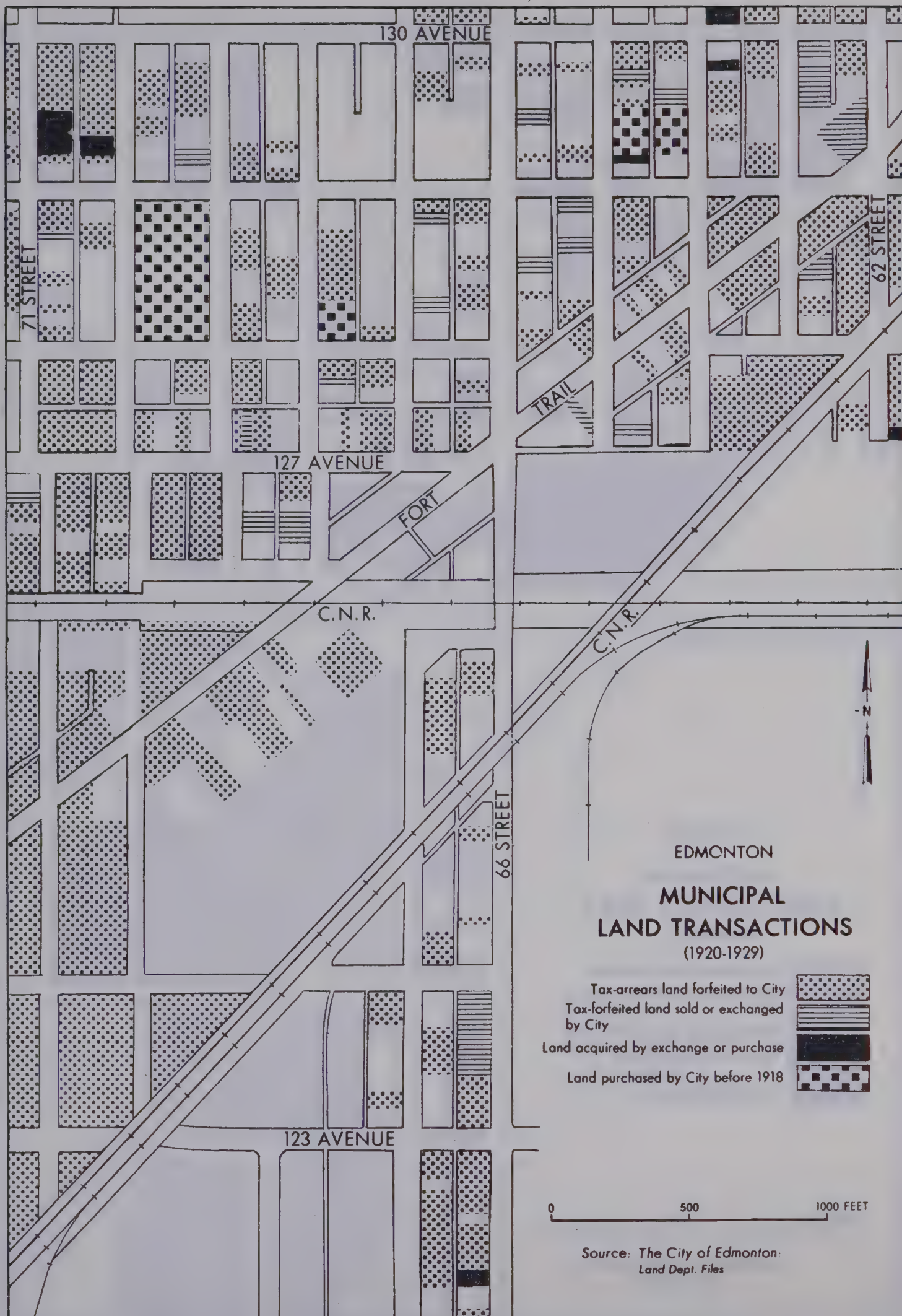


Figure 15a

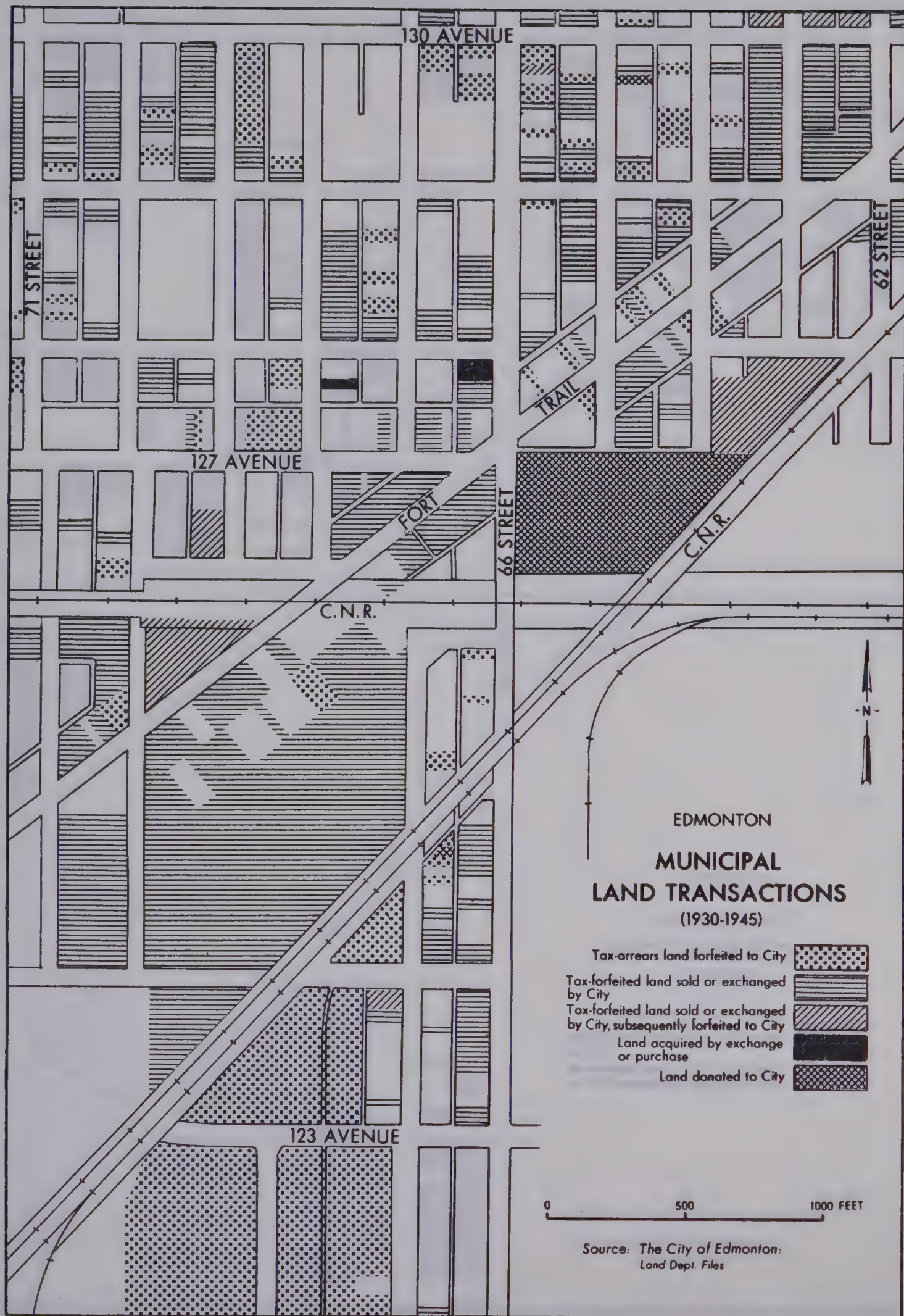


Figure 16a

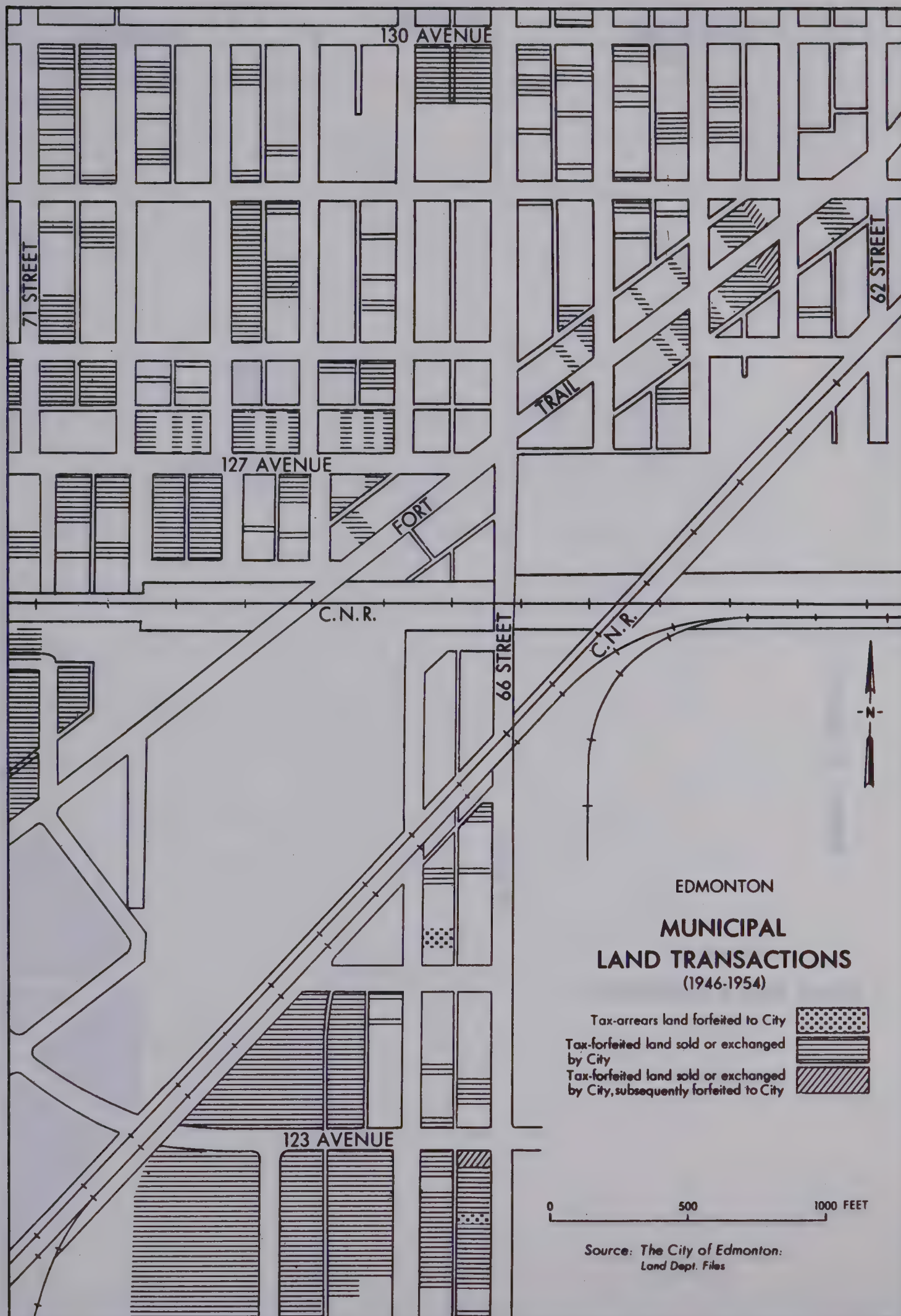


Figure 17a

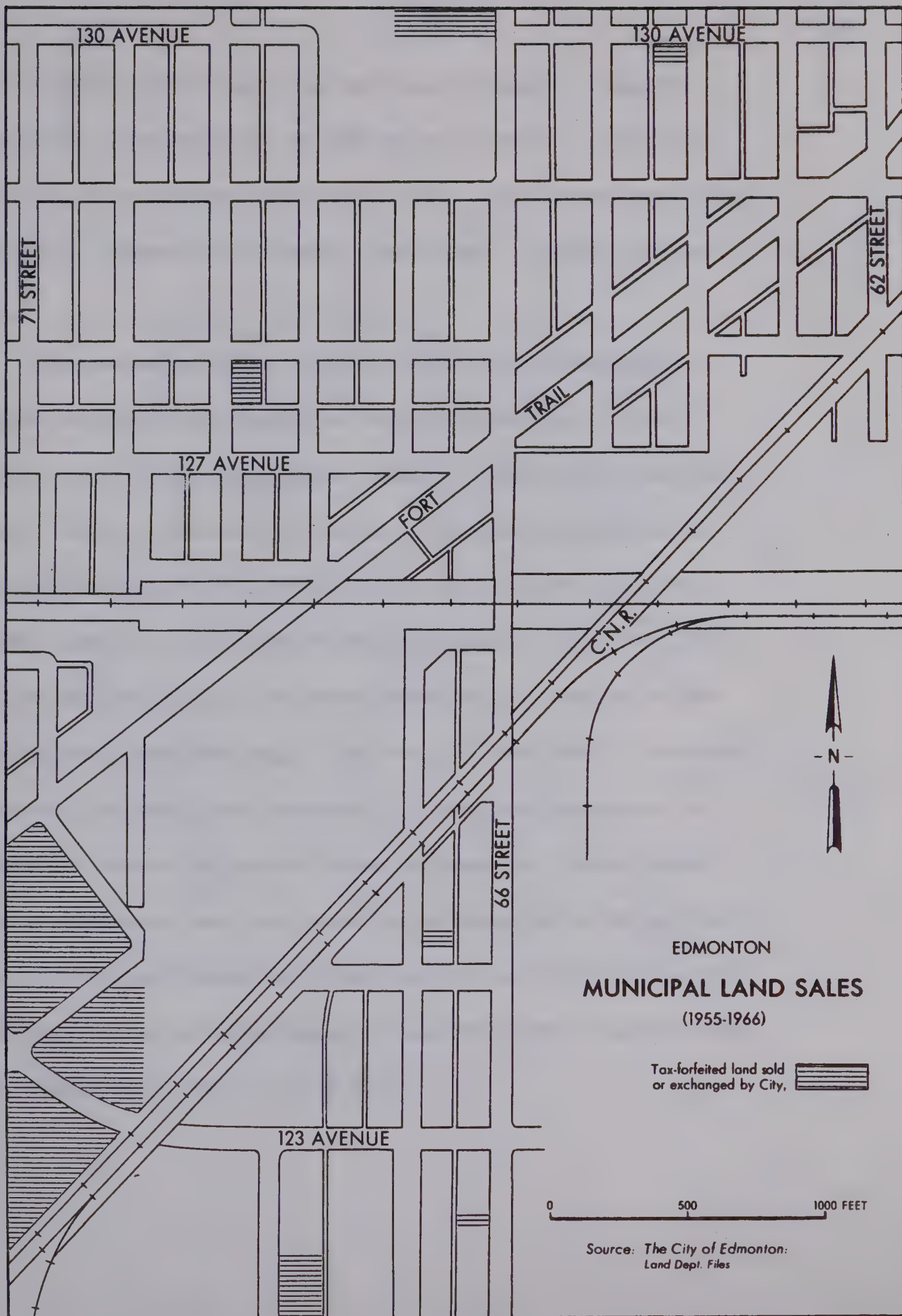


Figure 18a

period 1946 to 1954 (Fig. 17a) saw many changes. Equally significant is the fact that by 1955 most, if not all, of the tax-forfeited lands had been sold by the City. This is revealed even in the area chosen for discussion (see Figs. 15a, 16a, 17a and 18a).

The second solution to the problem of representing the mapped data in a meaningful way was to divide the city into twenty areas according to major streets, railway lines and the river. Next, in each area for each of the four periods the tax-arrears land forfeited to the City, the tax-arrears-land sold by the City, the tax-forfeited land exchanged by the City, and the land donated to the City were plotted as percentages of the total building land (see Figs. 15b, 16b, 17b and 18b). To obtain the area of building land, however, it was first necessary to deduct the area of registered street allowances. After some experimentation it was concluded that a deduction of 29 per cent was a satisfactory mean for subdivided areas. No deduction was made in the case of large blocks of land which were unsubdivided. The results are shown in Table XII.

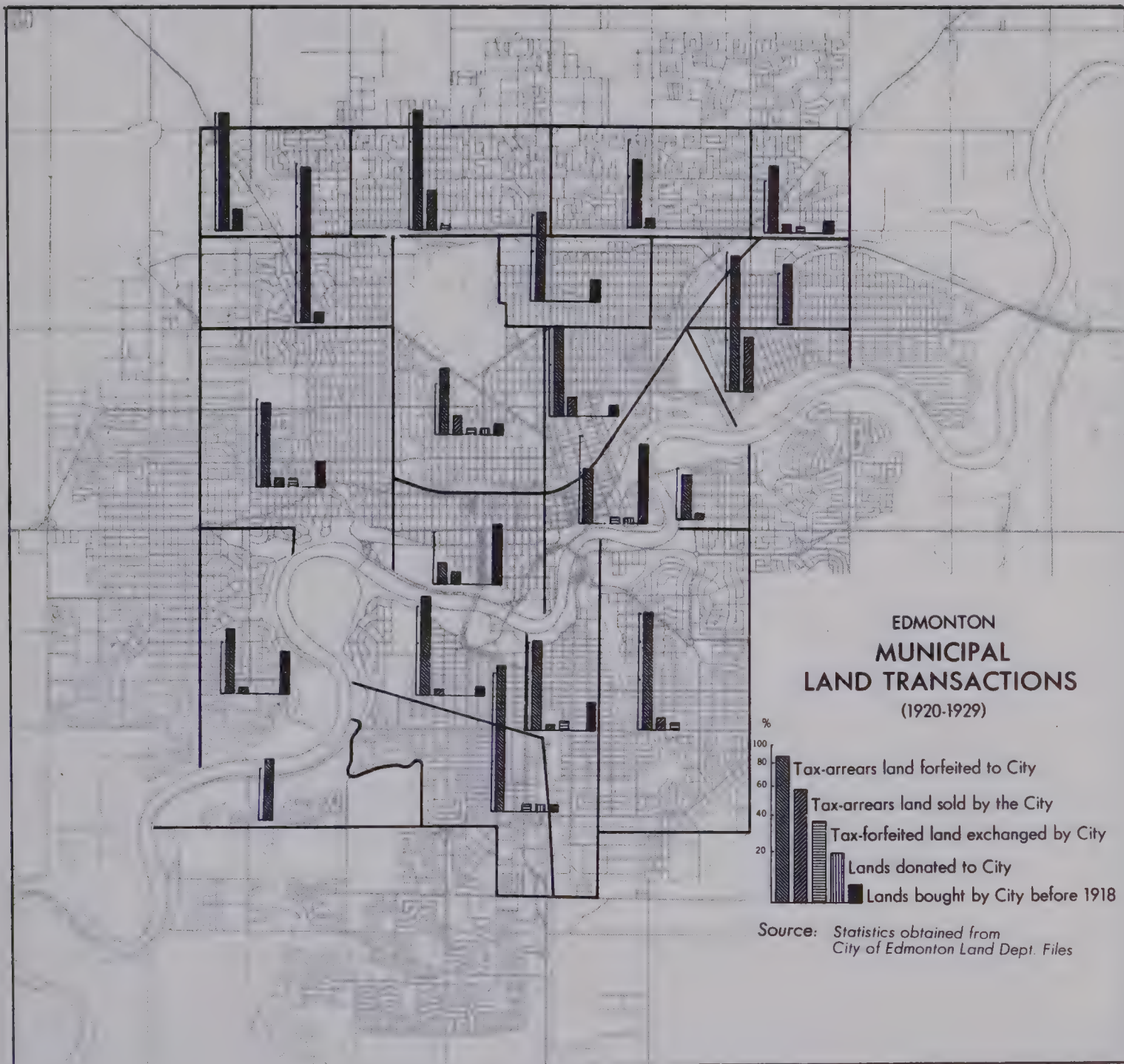


Figure 15b

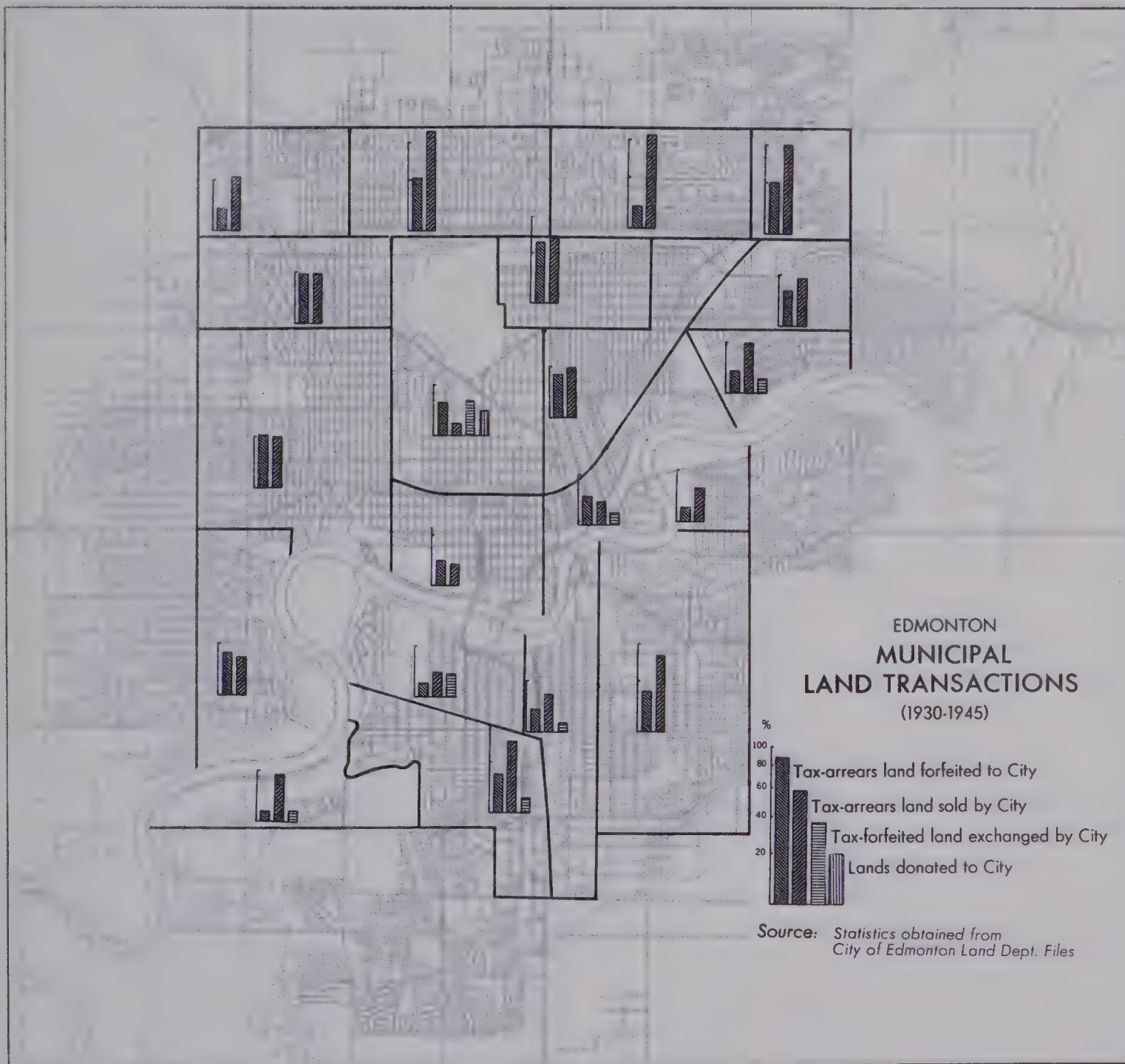


Figure 16b

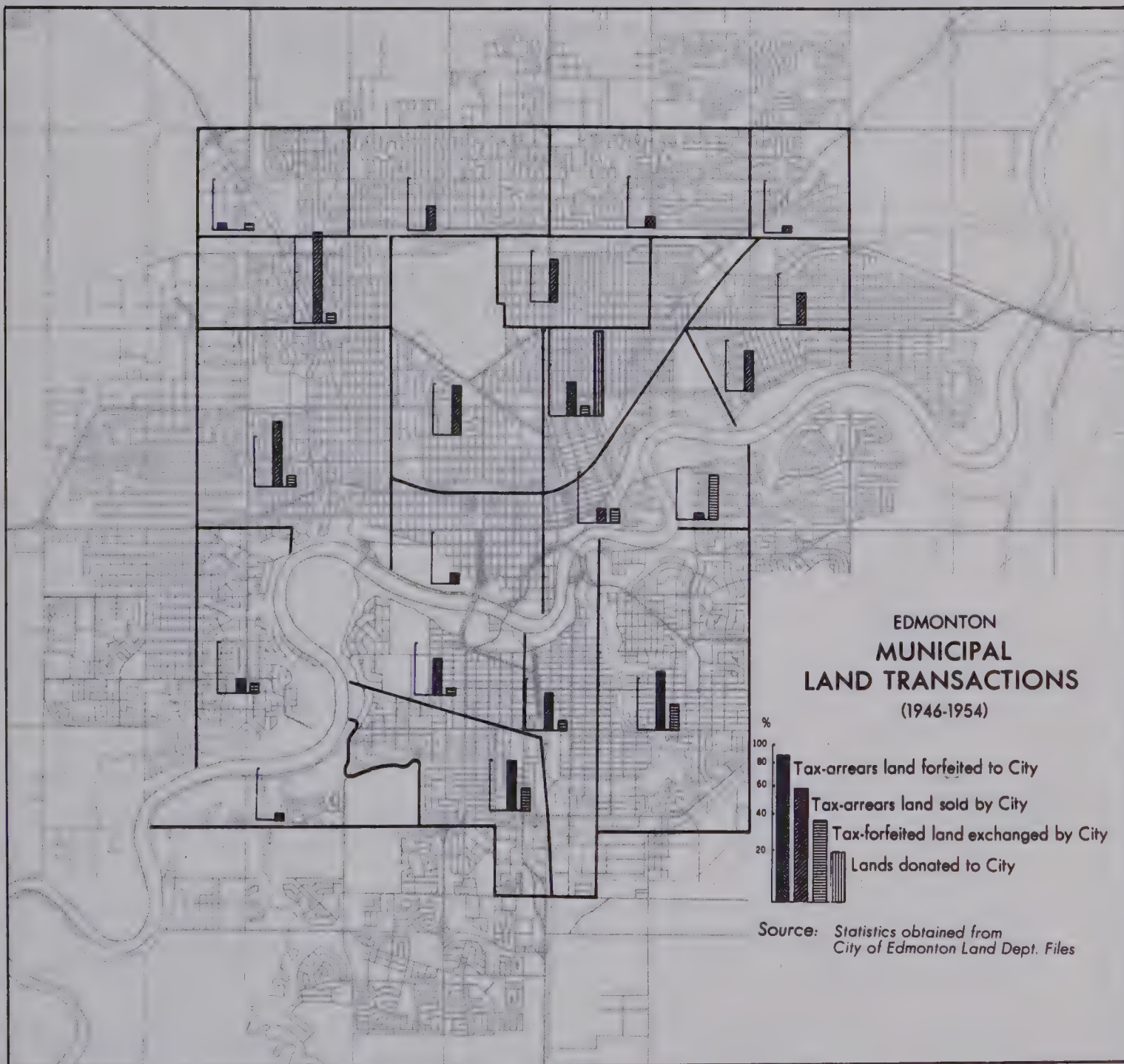


Figure17b

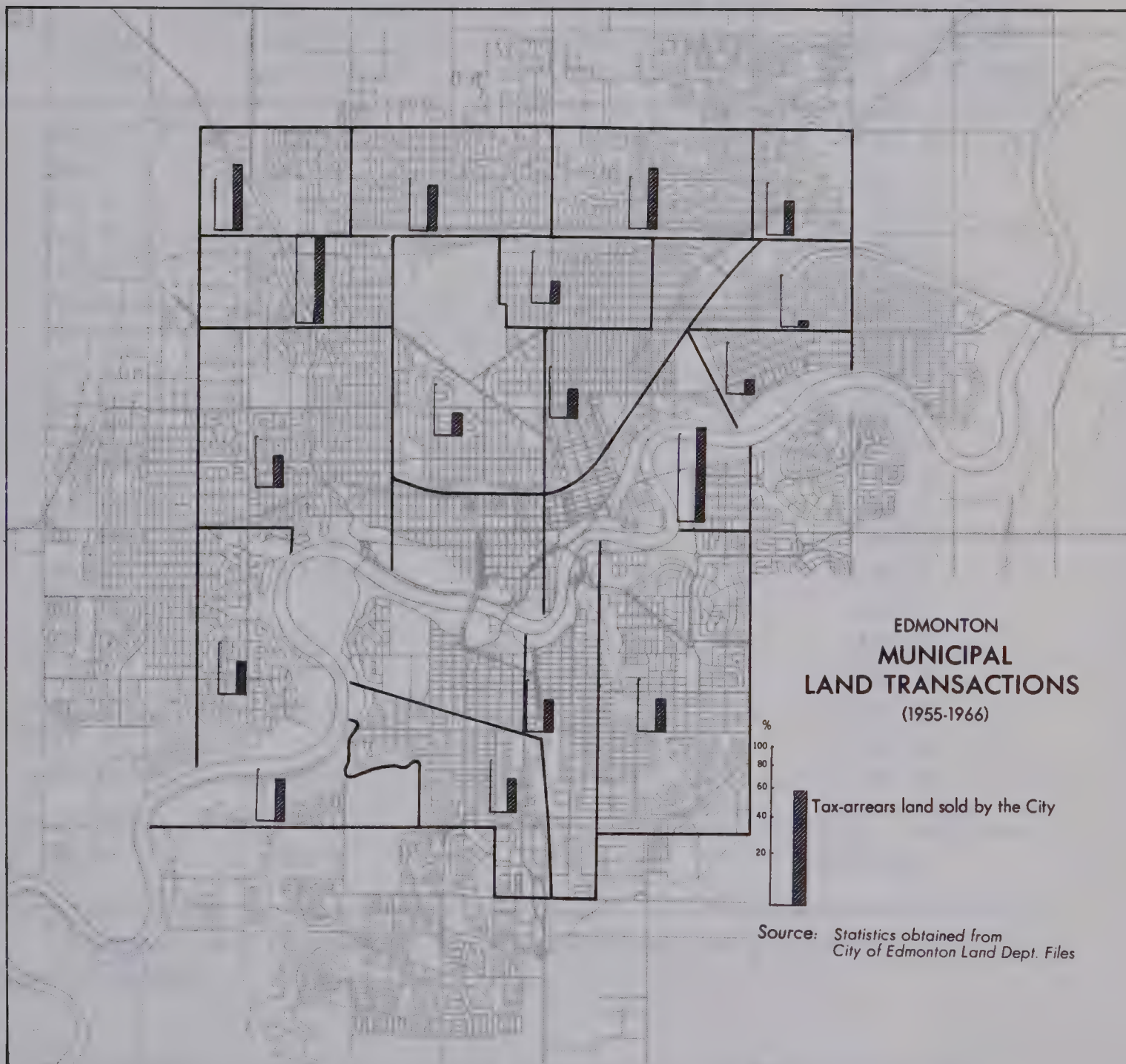


Figure 18b

TABLE XII -- CALCULATION OF BUILDING LAND (IN SQUARE UNITS)^a
IN 1945

AREAS	TOTAL AREA	AREA OF LARGE BLOCKS WITHOUT STREETS AND AVENUES	AREA OCCUPIED BY STREETS AND AVENUES--29% OF TOTAL AREA	TOTAL AREA LESS STREETS AND AVENUES
1	157.5	30.0	37.0	120.5
2	204.2		59.2	145.0
3	220.0		63.8	156.2
4	110.0	16.0	27.3	82.7
5	118.0		34.2	83.8
6	94.0	19.0	21.8	72.2
7	158.0	30.0	37.1	120.9
8	183.5		53.2	130.3
9	144.0		41.8	102.2
10	355.8	61.2	85.4	270.4
11	136.8	23.3	32.9	103.9
12	420.4	23.0	115.2	305.2
13	251.0	48.0	58.9	192.1
14	156.1	33.0	35.7	120.4
15	170.0		49.3	120.7
16	428.0		124.1	303.9
17	227.1	36.0	55.4	171.7
18	246.0	57.0	54.8	191.7
19	193.0		56.0	137.0
20	92.0	64.0	8.1	83.9
<hr/>				
TOTAL	4,065.4	440.5	1,051.2	3,014.7

^a A square unit represents 1/10 square inch, at a scale of 500 feet to 1 inch.

Calculations made from Tables XII, XIII and XIV show that for the period 1920 to 1945, tax-forfeited lands amounted to 56 per cent of the total area of the city (excluding the area occupied by streets)--43 per cent was forfeited between 1920 and 1929, and 13

per cent between 1930 and 1945. Even allowing for error, the total must have exceeded 50 per cent, a truly alarming figure. The facile assumption, especially in these days of rising land cost, is that no City could have been more fortunate in becoming owner of so much land, but, as Table XI reveals, from 1916 to 1924 the City was carrying a net debenture debt averaging \$10 million a year. From 1925 to 1943 the debt rose to an average of \$15 million per year, dropping to \$14 million in 1944, and to \$12 million in 1945. Clearly, the City did not acquire the lands free of cost but by putting itself heavily into debt.

Yet it could not be said that the City was a hard task-master with individual homeowners, especially the unemployed. Indeed, it showed much good neighbourliness to the unemployed taxpayers who were financially unable to pay their taxes. For instance, in December 1934, the Council directed the City Assessor to refrain from applying in 1935 for certificates to any land owned and occupied as residential property.¹⁶ The same procedure was followed in 1936.

¹⁶ Minutes of Council Meeting, December 10, 1934.

TABLE XIII-F-LAND TRANSACTIONS 1920-1929

AREAS	TOTAL AREA ^a	PER- CENT- AGE ^x	TOTAL AREA ^b	PER- CENT- AGE	TOTAL AREA ^c	PER- CENT- AGE	TOTAL AREA ^d	PER- CENT- AGE	TOTAL AREA ^e	PER- CENT- AGE
1	73.9	61	8.0	7	0.2	0	-	-	-	-
2	90.4	62	19.6	14	2.3	2	-	-	1.1	1
3	45.4	29	3.9	3	0.6	0	-	-	0.9	1
4	24.6	30	3.1	3	1.2	2	1.0	1	3.5	4
5	37.9	25	0.2	0	0.3	0	0.5	0	1.0	1
6	55.7	77	15.6	22	-	-	-	-	0.7	1
7	26.2	22	0.7	1	1.9	2	2.9	2	44.8	37
8	54.3	42	7.5	6	1.5	1	-	-	5.6	4
9	42.7	42	1.1	1	0.8	1	-	-	8.0	8
10	77.7	29	15.5	6	4.8	2	6.2	2	10.2	4
11	99.3	96	2.6	3	0.4	0	-	-	-	-
12	119.4	39	8.3	3	9.8	3	3.1	1	26.7	9
13	52.1	27	3.2	2	1.6	1	-	-	30.0	16
14	8.8	7	4.3	4	0.7	1	1.0	1	29.4	24
15	20.3	17	2.2	2	0.3	0	-	-	-	-
16	184.3	61	12.0	4	5.2	2	1.6	1	3.7	1
17	71.0	41	2.6	2	0.6	3	0.1	0	17.4	10
18	91.3	48	4.2	2	0.6	0	-	-	6.5	3
19	118.8	87	1.0	1	2.3	2	2.0	2	3.1	2
20	21.0	25	0.2	0	0.1	0	0.3	0	0.2	0
TOTAL	1310.2	43	115.4	9	35.1	3	18.6	1	192.7	1

aTax-arrears land forfeited to City

bTax-arrears land sold by City

cTax-forfeited land exchanged by City

dLands donated to City

eLands bought by City before 1918

xPercentage represents nearest whole number

TABLE XIV--LAND TRANSACTIONS 1930-1945

AREAS	TOTAL ^a AREA	PER- CENT- AGE ^x	TOTAL ^b AREA	PER- CENT- AGE	TOTAL ^c AREA	PER- CENT- AGE	TOTAL ^d AREA	PER- CENT- AGE
1	7.9	7	25.5	21	0.1	0.1		
2	30.1	21	67.9	47	0.7	1		
3	11.2	7	67.4	43	1.1	1		
4	16.8	20	33.0	40			1.0	1
5	20.5	13	28.1	18				
6	4.8	7	13.9	19	3.9	5		
7	11.9	10	10.0	8	5.2	4		
8	20.6	16	24.2	19	1.3	1	0.3	0.2
9	25.2	25	29.0	28	0.8	1		
10	33.2	12	11.3	4	34.5	13	24.3	9
11	19.8	19	19.3	19	0.6	1		
12	65.1	21	60.6	20	1.6	1		
13	31.0	16	27.0	14	1.2	1		
14	11.3	9	8.1	7	0.8	1		
15	5.4	5	14.9	12	1.5	1		
16	45.8	15	99.1	33	2.3	1	0.1	0
17	14.5	8	24.1	14	5.6	3		
18	10.3	5	17.6	9	14.5	8	0.4	0.3
19	19.5	14	41.2	30	7.3	5		
20	2.0	3	10.4	18	1.7	3		
TOTAL	406.9	13	633.3	37	120.2	7	26.1	2

^aTax-arrears land forfeited to City

^bTax-arrears land sold by City

^cTax-forfeited land exchanged by City

^dLands donated to City

^xPercentage represents nearest whole number

The City's Disposal of Tax-Forfeited Lands

From Tables XIII and XIV, it can be calculated that between 1920 and 1929 only 9 per cent of the forfeited land was sold by the City and that by the end of 1945 the sales had increased to 46 per cent. But these sales were at considerably reduced prices, as will be

explained shortly. To complete the picture it is necessary to trespass for a moment into the next stage of Edmonton's development (1946-1966) and show by Tables XV and XVI that the City sold during this period

TABLE XV -- LAND TRANSACTIONS 1946-1954

AREAS	TOTAL AREA ^a	PER- CENT- AGE	TOTAL AREA ^b	PER- CENT- AGE	TOTAL AREA ^c	PER- CENT- AGE	TOTAL AREA ^d	PER- CENT- AGE
1	2.1	2	1.3	1	2.6	2		
2	5.7	1	11.5	8	0.4	0		
3	0.6	0	4.7	3	1.6	1		
4	0.3	0	1.5	2	-	-		
5	0.9	1	16.4	11	0.4	0		
6	0.6	1	10.6	15	0.3	0		
7	1.0	1	5.4	5	5.4	5		
8	1.0	1	16.0	12	3.4	3	50	38
9	0.3	0	15.8	16	-	-		
10	3.3	1	51.0	19	1.4	1		
11	0.2	0	43.5	42	3.0	3		
12	2.2	1	81.8	27	8.2	3		
13	1.0	1	8.6	5	6.0	3		
14	10.7	1	4.0	3	0.8	1		
15	0.5	0	2.9	2	20.5	17		
16	1.2	0	70.2	23	27.1	9		
17	0.2	0	23.6	14	5.6	3		
18	0.2	0	25.4	13	4.0	2		
19	0.2	0	64.7	19	8.9	7	0	0
20	0.1	0	1.8	2	0.5	1		
TOTAL	225.3	7	460.9	24	100.1	5	50	3

^a Tax-arrears land forfeited to the City

^b Tax-arrears land sold by the City

^c Tax-forfeited land exchanged by the City

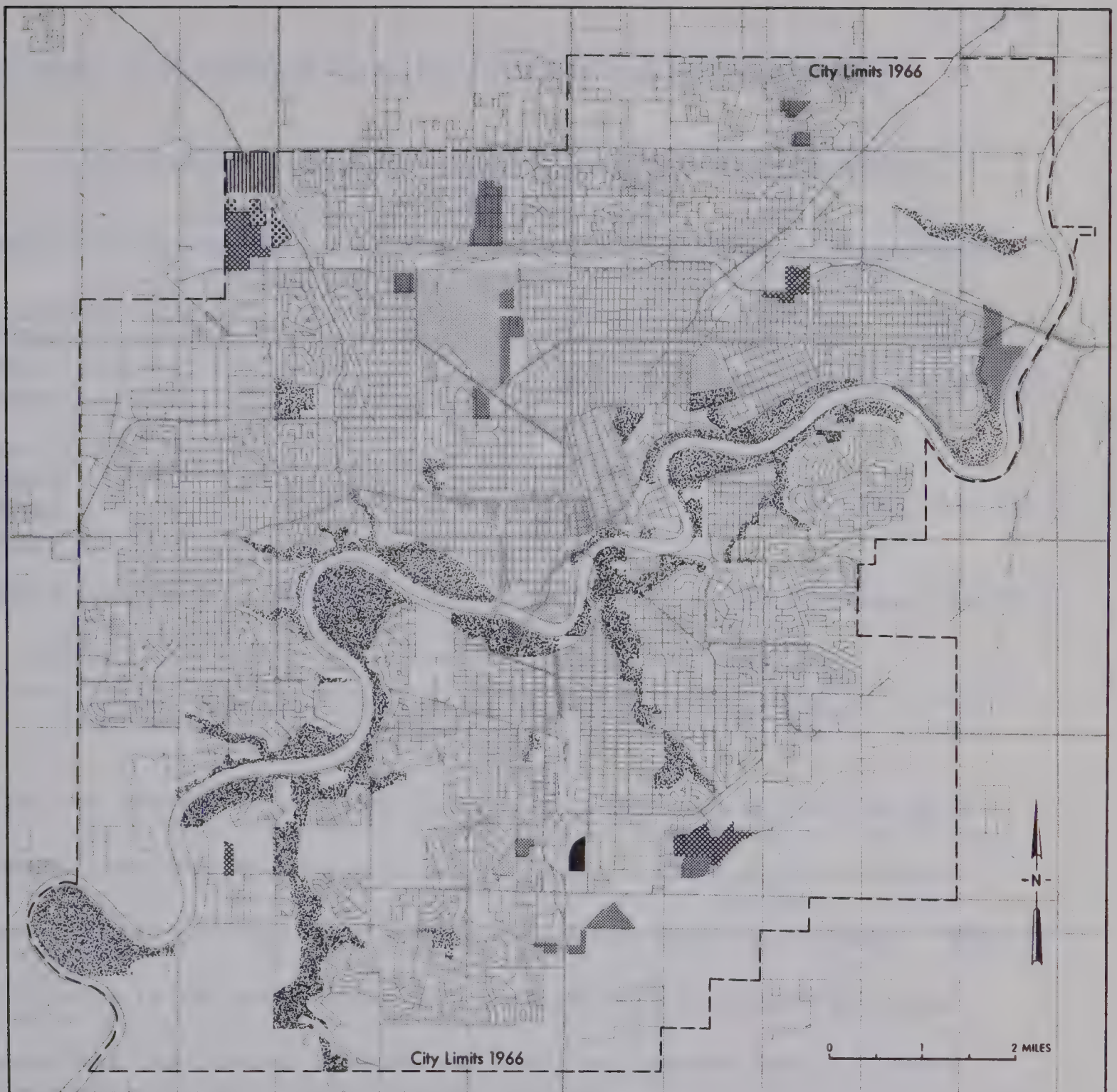
^d Lands donated to the City

TABLE XVI--CITY LANDS SOLD 1955-1966

AREAS	TOTAL AREA	PERCENTAGE
1	32.7	27
2	25.3	17
3	37.3	24
4	9.8	12
5	2.6	2
6	3.6	5
7	1.6	1
8	12.7	10
9	6.6	7
10	19.7	7
11	40.5	39
12	32.3	11
13	20.8	11
14	0.8	1
15	53.2	44
16	34.4	11
17	19.4	11
18	1.7	1
19	16.7	12
20	12.8	15
TOTAL	384.5	20

a further 44 per cent of the lands forfeited between 1920 and 1945. Thus, altogether between 1920 and 1966 the City sold 90 per cent of its holdings. This fact is illustrated further by Figure 19 which shows that most of the lands owned by the City at the end of 1966 were parklands, bought largely before 1918 (Appendix XVIII) or after 1950 (Fig. 38).

It must be stated, however, that the 90 per cent above does not represent the sale of forfeited lands only. It included other lands which were sold by the City in the period 1954 to 1966 when a considerable portion of the city was replotted. An example of this is seen in the

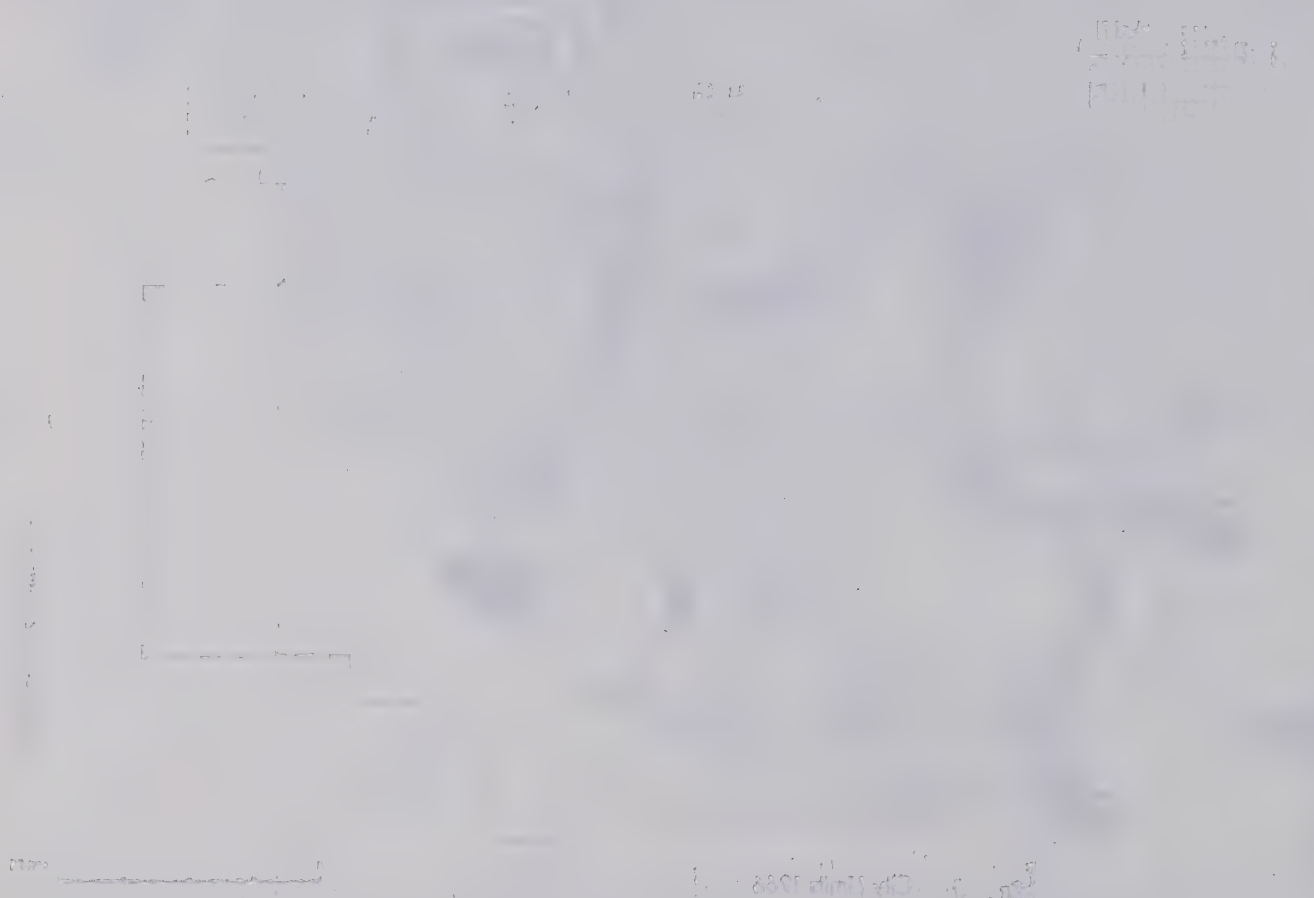


EDMONTON
CITY-OWNED LANDS AT END OF 1966



Source: The City of Edmonton:
Land Dept. Files

Figure 19



EDMONTON CITY-OWNED LANDS AT END OF 1988

- | | |
|------------------|------------------|
| City-owned lands | Provincial lands |
| Municipal lands | Federal lands |
| Unimproved lands | Improved lands |
| Water bodies | Other lands |

Source: City of Edmonton
City Planning Department

Hardisty area which is River Lots 33, 35, and 37 (Table XVII).

TABLE XVII--CITY'S LAND PURCHASE IN SOUTHEASTERN
EDMONTON (1951 AND 1954)

DESCRIPTION	CERTIFICATE OF TITLE	ACREAGE	PRICE	DATE
Holt Farm) River Lot 37)	6-B-139	205.0	\$168,897	Dec. 31, 1951
Holt Farm) River Lot 35) Block X) Block Y)	5-B-139	110.3 6.5	75,701	Dec. 31, 1951
River Lot 33	14-K-148	151.6	159,000	Jan. 26, 1954
TOTAL		473.4	\$403,598	

Source: The City of Edmonton, Land Department Files

The total amount of land sold by the City in this area is given as 53.2 square units but the total acquisitions by tax forfeiture and exchange from 1920 to 1945 are hardly more than twenty-four square units. The difference is explained by the City's purchase of a considerable area which was then outside the city and later incorporated into it. These lands are described in Table XVII. The Holt Farm was bought for two reasons; first to prevent Canadian Industries Ltd., which had an option on the site, from erecting a manufacturing plant too close to the city, the second to hold down land prices.¹⁷ At the time of the

¹⁷ Commissioners' Report to Council, No. 5, January 14, 1952.

replot of the Hardisty District in 1954 much of this land was sold by the City.

Transfer of Lands to the City by the Hudson's Bay Company

The donated lands for the period 1920 to 1929 were, without exception, parklands and these are discussed in Chapter III. Those lands donated in the period 1930 to 1945 came mainly from the Hudson's Bay Company as indicated by an entry in one of the Land Department's Tax Rolls. The entry reads:

All lots in Blocks 1 to 20 inclusive in the Hudson Bay Reserve stamped "H. B. Co." in the 1932 Caveat year Column were transferred to the City by the Hudson's Bay Company on January 19, 1932, free of charge and all taxes paid to December 31, 1931.

The total number of the lots was 946. This generous donation needs to be explained. In 1930 some undeveloped lands in the Hudson Bay Reserve belonging to the Hudson's Bay Company, were assessed by the City in excess of their real value. The Company appealed to the City for a reassessment based on the "fair actual value" of the lots, but this was dismissed. The Company next appealed to the District Court of Edmonton on two grounds: (a) although some of the lots were served with public utilities, some only with sewer connections, and some with water connections, the lands were vacant, even without streets laid out of them; and (b) one of the provisions of the City Charter declared that land should

be assessed at its fair actual value. The Judge who tried the case (D.C.J. Crawford) found that the assessments were indeed greatly inflated; that the Company was entitled to the relief asked for (from \$1,570,820, the assessed value, to \$779,275),¹⁸ and that many of the lots were assessed as business property, despite the fact that it would be many years before the district had a population large enough to support any business. However, the Judge found that he had no power to refer the assessment back to the assessor or to revise any part of it, for that power had been vested in the City by its Charter.¹⁹ Nevertheless he suggested that "the Company might be induced to perform a generous and gracious act by not insisting on its strict legal rights," and that some temporary compromise may be effected until the world-wide financial depression abated.²⁰

On the recommendation of the Commissioners, and by the unanimous vote of the Council, the City appealed the decision in the Appellate Division of the Supreme Court of Alberta on the grounds of certain irregularities in the court procedure of the case. The appeal was allowed, and a new hearing of the assessment appeal

¹⁸ File No. 38005-BO, Supreme Court of Alberta, Appellate Division, Office of the Clerk of the Supreme and District Courts, Edmonton, October 10, 1931.

¹⁹ The Edmonton City Charter, Section 347.

²⁰ Western Weekly Reports: All Cases of Value in Western Canada from the Judicial Committee of the Privy Council, and the Courts of Alberta, British Columbia, Manitoba, and Saskatchewan, 1931, Vol. 2, pp. 824-27.

was ordered by the Appellate Division on September 22, 1931.²¹

The Hudson's Bay Company in turn appealed to the Supreme Court of Canada against the Appellate Court decision of September 22, 1931. However, while the appeal was pending the Company informed the City Commissioners of its decision to relinquish the ownership of certain of its lands in the Hudson Bay Reserve and transfer them to the City.²² The original assessment of these lands in 1931 was \$819,820, which carried a tax-levy of \$42,246.

In presenting the Company's offer to the Council, the Commissioners made two important points. The first was that in view of the intention of the Company to donate the lands to the City there could not be any valid objection to the City's acceptance of them as otherwise they would likely become vested in the City through tax-forfeiture proceedings; and although the loss in revenue would be considerable, it would be undesirable to continue levying taxes on the property which was apparently due to be relinquished and fall into arrear. The second point had to do with the rest of the property which the Company desired to retain. The Company requested a reduced assessment based on the judgment of Judge Crawford but the Commissioners stated that such a request could not be entertained,

²¹ Western Weekly Reports, op. cit., 1932, Vol. 1, p. 796.

²² Commissioners' Report to Council, No. 1, November 23, 1931.

and suggested that the Council might agree to a compromise on the basis of 50 per cent reduction on the original tax levy of nearly \$43, 000 . As the Company refused to accept this, the Commissioners asked for "authority to negotiate if possible a satisfactory settlement with the Company as being the most advisable course after having consulted with the City's legal advisers. "

Both recommendations of the Commissioners were endorsed by the Finance Committee,²³ as well as by the Council,²⁴ and the Commissioners effected a settlement with the Company by reducing the tax assessment of the Company's lands (those that were not donated to the City) by \$25, 000 (as compared with \$43, 000 based on Judge Crawford's judgment).²⁵ The Company accepted the reduction, and indicated its intention to make an immediate settlement,²⁶ which it did, so bringing the dispute to an end.

The Company had intended to transfer to the City its lots immediately north of the C. N. R. tracks in Blocks 1 to 20, along with the other 946 lots in the same blocks, but altered its decision and transferred 333 lots to its subsidiary company, Central

²³ Finance Committee Report to Council, No. 1, December 14, 1931.

²⁴ Minutes of the Council, December 14, 1931.

²⁵ Commissioners' Report to Council, No. 6, December 28, 1931.

²⁶ Loc. cit.

Lands Ltd., the head office of which was at Winnipeg.²⁷ A few days later the Company transferred the 946 lots to the City, as indicated in the Land Department Roll. On the whole this was a most generous donation. Together with the other lands acquired by tax forfeiture or exchange in the Hudson Bay Reserve and adjacent subdivisions, especially to the northwest and northeast of the Reserve, they contributed greatly to the siting of the Municipal airport in that area--to be discussed in Chapter VIII.

The Exchanged Lands

The exchanged lands must next be considered. As shown in Tables XIII and XIV, the percentage of lands acquired by the City as a result of exchanges was very small, 3 per cent in the period 1920 to 1929, and 7 per cent during 1930 to 1945. These exchanges include some fifty-five lots in Blocks 4 to 16 between 105th and 106th Avenues and 104th and 117th Streets, in the Hudson Bay Reserve. The lots were given by the Hudson's Bay Company in exchange for sixty-two City lots.²⁸ The exchange had a two-fold purpose: the Hudson's Bay Company wanted to consolidate an area to establish a golf course on its Reserve; and the City of Edmonton could use the exchanged lots for residential and other purposes.

²⁷ Ibid., No. 9, January 11, 1932.

²⁸ Ibid., No. 52, November 30, 1926.

The other exchanges were scattered lots throughout the city, made largely for convenience and to satisfy the needs of planning, or, as in the case of the Hardisty district, for replotting purposes.

Progressively Increased Price of Tax-Forfeited Land

Finally, one important point must be emphasized. In 1920, when the first tax-forfeited lands came to the City there was no demand for them and the City could not sell them, as Table XIII reveals. Consequently the selling price was only 30 to 40 per cent of the assessed value. This was not surprising since in the first place the assessed value was not based on the real property value but on inflated values during the boom period. By 1937 the sale price of the lots was 50 per cent of the assessment and was afterwards progressively increased to 80 per cent for residential property and 100 per cent for business property.²⁹ These lots were serviced with water and sewer, a result of the economic boom of 1910 to 1912, and were the first to be sold. By 1948, with few exceptions, the lots available for sale were those that were not serviced. At that time economic conditions were improving, so that residential lots were being sold by the City at prices much greater than the 1948 assessment figures.³⁰ This means that had

²⁹Commissioners' Report to Council, No. 26, September 27, 1948.

³⁰Loc. cit.

the City kept the lots until after World War II when the economic conditions began to improve, it would have realized a considerable amount of money. But the policy of the City immediately before World War II was to get the properties back on the tax roll speedily since they constituted a liability rather than an asset. As long as they were off the tax roll they were a major drawback to the City's acquisition of revenue from land taxation. They reduced the number of taxpayers on the tax roll, and thus increased the burden of taxation on the good taxpayer.

The City's land-sale policy had the full support of real estate agents who, apparently concerned more with personal gains than with the interests of the City, had petitioned the City in the first place to adopt a definite policy to reduce the City's holdings. Indeed the pressure of these agents found expression in the words of J. Z. Venne:³¹

An outsider coming to our City is confronted with a depressing impression immediately he learns of the thousands of lots and other property held by the City... Far better that individual ownership should prevail even at a low rate of taxation and assessment, the City thereby deriving some income.

At first the City sought the help of real estate agents in selling the forfeited lands. They were issued with a list of the

³¹ Letter to His Worship Mayor Blatchford, dated January 20, 1926.

lands and were paid a commission of 5 per cent of the sale price. In other words, they performed the duties of a Municipal Land Department. But in time a Land Department was formed and the real estate agents pressed the City to allow them to take over and operate the Department on a commission basis.³² Opposition on the part of the Commissioners, the Edmonton Chamber of Commerce and the Taxpayers Protective Association seemed to have influenced the Council against such an action. Pointedly the Commissioners declared that any transfer of the Land Department administration to outside parties would be a retrograde step and not conducive to the best interests of the City.³³ They stated further that according to their enquiries, the general practice throughout Canada was that cities handled tax-forfeited lands directly through their own officials and in a manner similar to Edmonton's.

The City's land-sale policy that resulted from the land forfeitures provided a considerable measure of control against inflation and speculation in land, assisted builders in acquiring properties which were already subdivided and serviced, provided prospective homeowners with building lots at reasonable prices, and afforded a means for the collection of local improvement charges

³² Letter to the City Commissioners from F. B. Matthew Co. Ltd., dated January 22, 1936.

³³ Commissioners' Report to Council, No. 25, June 30, 1936.

before the installation of services. In short, the policy contributed greatly to the remarkable growth and change in the morphology of the city.

CONCLUSION

In sum, as a result of the economic history of Edmonton up to 1945, especially the two periods of economic depression during World War I and the 1930s, together with provincial and municipal regulations, 50 per cent of the building land of Edmonton passed into municipal ownership. Approximately 46 per cent of this land was sold before the end of World War II, when economic conditions improved and land prices rose considerably. Yet the lands forfeited to the City may be regarded as valuable to the further development of Edmonton, especially after World War II.

CHAPTER VI

COUNCIL'S POLICIES OF THE USE OF CITY-OWNED LANDS:PARKS, RECREATIONAL AREAS, CEMETERIES

1. PARKS AND RECREATIONAL AREAS

The beginning of the second stage of Edmonton's development was marked by a quiescence of economic activity, caused by the economic depression which lasted throughout World War I. Lack of municipal revenue brought to a virtual standstill public schemes that had been initiated before 1914. This was revealed markedly in the development of the municipal park system. For a decade after 1914 the morphological evolution of the park system was halted, and little else was done other than to rename the parks.

Yet the very conditions that militated against further development of the parks during World War I were the same that contributed greatly to their extension after it. It was shown in Chapter V that a considerable portion of the total area of the city passed into public ownership between 1914 and the 1930s. Because of the heavy bonded debt that the City was carrying,¹ it tried to sell much of this land to raise revenue, mostly without success. This

¹ The bonded debt at the end of December 31, 1924, was \$29.3 million; it increased to \$34.6 million at the end of December 1925 (City of Edmonton Financial Statements and Reports for the year ending December 31, 1925).

had the advantage of allowing the Council time to devise a policy for lands that were forfeited to the City because of tax default.

The City's Park Policy of 1925

The City's policy to reserve portions of tax-forfeited lands for public parks began to be formulated in 1925 when the Council doubted whether it should sell all the lands that it had obtained. The proposed sale of the property on either side of Whitemud Creek where it enters the North Saskatchewan River--the Rose Glen and Glen Eden Subdivisions--brought this matter to the fore. The Commissioners were authorized to present to the Council a report on the advisability of inadvisability of selling the lands in these subdivisions.² The report was that all the lands west of the Creek had been sold in 1924 to the Mellon Estate, which owned the adjoining land farther west, while all the land east of the Creek was owned by the City and reserved for park purposes as it was "one of the best natural parks to be found anywhere in the city and in fact anywhere along the Saskatchewan River."³ The report stated further that numerous picnics were held on the grounds in summer and that paddling pools could be constructed where the Creek enters the river. In short, the Commissioners

² Minutes of the Council Meeting, May 8, 1925.

³ Ibid., May 26, 1925.

recommended that the land east of Whitemud Creek should be permanently reserved for park purposes, and the Council adopted the recommendation.⁴

This initial action of the Council to reserve "tax-sale lands" for parks opened the way for further reservations from the yearly harvest. Early in 1926 the Council passed the following motion:⁵

That in the opinion of this Council the broken banks, low-lying properties, and other properties not suitable for building purposes and now or hereafter coming into possession of the City, be reserved from re-sale and added to our parks and ravine reserves..

This policy was followed until 1941 (see Appendix XVII) when it was extended to give the Commissioners authority to negotiate for the acquisition of hillside, ravine or valley lots wherever and whenever necessary.⁶ Apparently owing either to ignorance or carelessness, there was a breach in the policy of reserving lands for parks, for in 1945 the Town Planning Commission reported to the Council that areas of City property zoned as parklands had been sold. The Commission recommended that the Council withhold from sale to the public all lands shown as parklands on the Zoning Map.⁷ Accordingly, early in 1946 the Commissioners were

⁴Loc. cit.

⁵Ibid., January 28, 1926.

⁶Ibid., September 18, 1941.

⁷Ibid., November 26, 1945.

authorized to instruct the Land Department to withhold lands from sale that would interfere with proposed lists of parks and school sites.⁸

Further Additions to the Parks System

While the extension of the park system in the two decades following 1925 resulted mainly from the transference of "tax-sale lands", the City added other parcels which it bought or exchanged directly for park purposes (Appendix XVIII). This was done largely to satisfy planning requirements, especially those under By-law No. 26 (1933) which divided the City of Edmonton into eleven zones or districts, including the "A" Public Parks District. For instance, because Block Z of River Lot 15 (Appendix XVIII) lay along the south side of the North Saskatchewan River (separated from the Riverside Park by a small subdivision), and because 3 1/2 acres of the twenty-five acre area comprised broken banks and was "unsuited for subdivision purposes on account of the property and would be both difficult and expensive to serve with utilities",⁹ it was exchanged for a City-owned lot and added to the parks system.

Further additions to the system also resulted from donations by private persons or companies. The known donations are listed

⁸ Ibid., April 29, 1946.

⁹ Ibid., October 14, 1930.

in Appendix XIX, though the list is probably incomplete, for the City's record of park lands is confusing, defying repeated attempts by the Engineering and Planning Departments to ascertain precisely which pieces of lands were donated. The donations made by signed agreements between the City and the donors present little difficulty because the agreements are preserved. It is those parcels of land that were given without signed agreements that are not sufficiently known. Many, it would appear, were never recorded.

The donated park lands for the period 1915 to 1945 total nearly fifty acres. In each of the known agreements there are pertinent clauses which categorically state that the City must use the lands for public parks, or as amusement or recreational grounds only. Mention may be made of the donation to the City of 6.56 acres by the Swift Canadian Co. Ltd. Here the agreement states that the City of Edmonton must keep the land solely for use as a public park or as an amusement or recreational ground,¹⁰ though the City may lease it to, or permit it to be used by, any community league or other similar organization for amusement or recreation. It states further that, if the Council decided not to use the land for the purpose stipulated, the land should be returned. On the other

¹⁰The Agreement was signed on July 10, 1934.

hand, if the land was used for purposes other than those authorized, the Company might take steps to prohibit the unauthorized use.

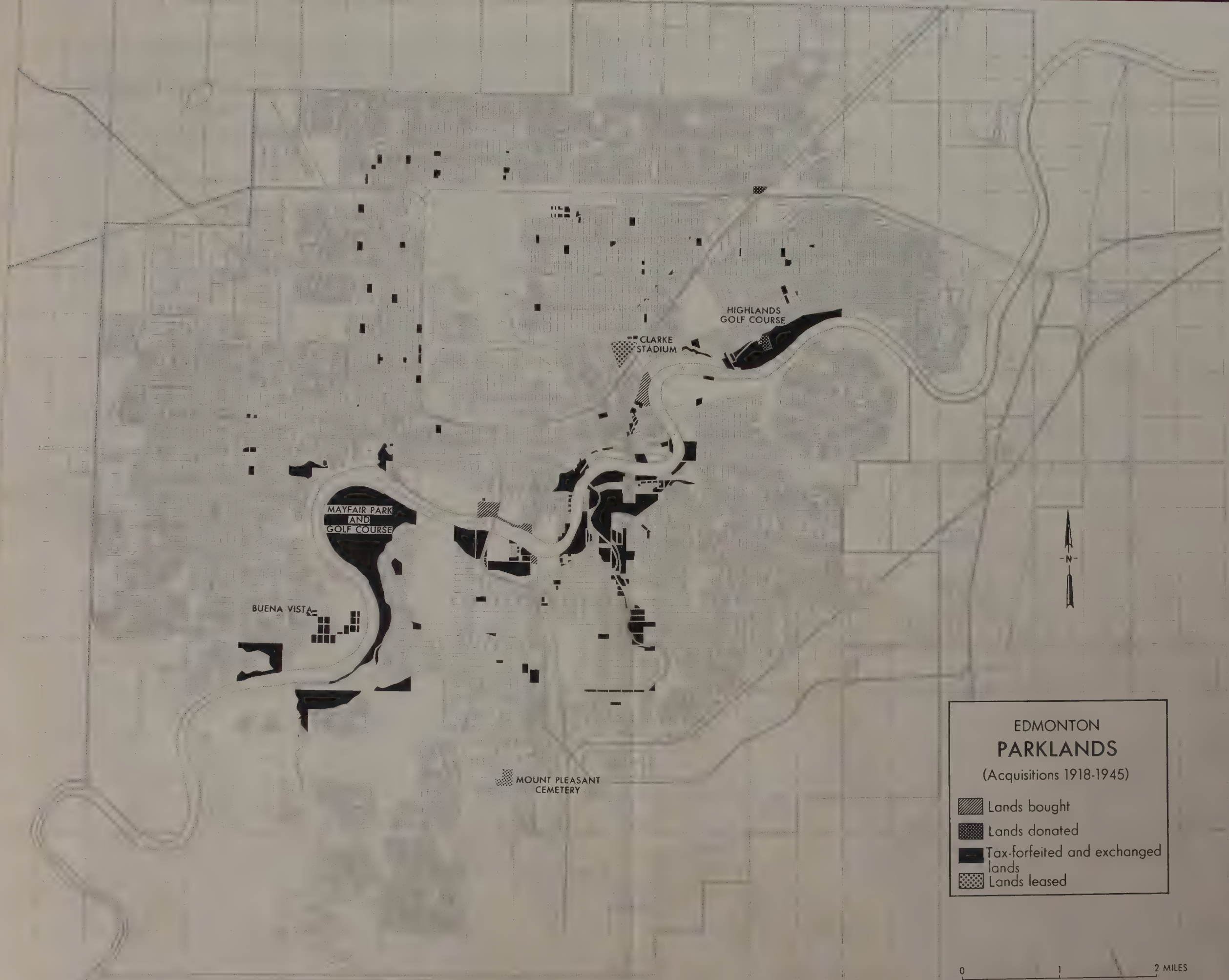
Similar restrictions are contained in other agreements. Where there are no agreements, it must be assumed that the donor's wishes were not recorded, or that the City could use the land for a park as long as it might desire, and turn it to some other use at a later date. It would appear that the latter applied to the four ornamental parks in the Hudson Bay Reserve, given to the City by the Hudson's Bay Company (see Appendix XVI) because the Mount Royal Park was incorporated into the Municipal Airport site in the 1930s when the airport was being developed. In like manner the remaining three-- King George Park, Queen Mary Park and the Hardisty Park--became residential sites when the area was replotted. However, the replot provided for three school sites--Prince Rupert Elementary, Queen Mary Park Elementary and Spruce Avenue Elementary and Junior Schools--each with recreation grounds.

Clearly, before 1914 the parks system evolved as a result of public purchase of lands, donations, and the 10 per cent land reservation required of each subdivision for schools and parks by the amended City Charter.¹¹ Between 1915 and 1945, however, the expansion of the Edmonton parks system was achieved chiefly through





¹¹ Sometimes cash, instead of land, was contributed.

reservation from "tax-sale lands". More than 1,800 acres were added in this period so that the total park area in 1945 was over 2,800 acres (see Appendices XVII, XVIII and XIX). The post war additions are further identified in Figure 20, which, with Appendices XVII to XIX, have been derived from the titles and other files in the vault of the Land Department. It is possible that the list of parks is incomplete because the City files which deal with park lands during the period of 1914 to 1945 are often incomplete, indeed they are badly kept. The key to many of the entries is missing. Happily many of the lands listed in the Appendices above are mentioned in the Council Minutes which could thus be used as a check. In some cases, though, the Minutes made no mention of transactions identified from other sources.

So far, it had been shown that the decision of the Council before 1914 was to create a park system along the river valley, and much land was bought for the purpose. The decision taken in 1925 to extend the system by the addition of tax-forfeited lands in the river valley unmistakably enlarged the system. What has to be made clear here is that the pre-1914 decision was based chiefly on functional needs and aesthetic considerations. In contrast, the 1925 decision was based on the unsuitability of the river banks and low-lying properties as building sites. Thus it was partly the City's acquisition of "tax-sale lands" and partly the physical character of the river valley that



EDMONTON
PARKLANDS
(Acquisitions 1918-1945)

-  Lands bought
-  Lands donated
-  Tax-forfeited and exchanged lands
-  Lands leased

0 1 2 MILES

Source The City of Edmonton
Land Dept. Files

Figure 20

contributed to the extension of the pre-1914 system. If site conditions had been favourable for building, the pattern of Edmonton's parks might quite conceivably have been different.

The specific functions of many of these parklands resulted from the decision of private groups, though the decisions were sanctioned by City Council. The alienation of parklands during the period 1925 to 1945 was essentially the product of economic depression, but it was also the depression that hindered development of the parks by the City and made possible their development by private groups. Even so, the City was to capitalize on this circumstance in three ways: first, in causing portions of the parklands to be developed as recreational areas by private groups; second, in controlling the development by laying down precise conditions which were signed with the private groups; and third, in bringing to the city much needed revenue in the form of annual rent, though it must be admitted that a number of privately developed parks were rented at a nominal sum of one dollar.

PARK AREAS PRIVATELY DEVELOPED

The Mayfair Golf Course

Of the areas developed privately, the Mayfair Subdivision may be considered first. Its development was dependent to a very great extent on public ownership of the whole subdivision (except four lots which the City subsequently bought) and the City's willingness to

close all but one of the streets and lanes. The park lies in one of the most picturesque of the meander loops of the river and was developed as a golf course by the Mayfair Golf and Country Club Ltd. which leased the area in 1921 for twenty one years at an annual rental of \$1,000, the City agreeing to consider the renewal of the lease when it terminated.¹² The Club, on the other hand, agreed to construct a nine-hole golf course on the lands by September 1, 1922, a full course of eighteen holes not later than September 1, 1926, and to spend not less than \$20,000 by September 1, 1930, on the construction and landscaping of the course. By 1926 the Club claimed that it had spent \$40,000 on improving the site. By a second agreement with the City it committed itself to spend a further \$20,000 on improvements if the City substituted in the new lease \$40,000 for \$20,000 as the maximum amount the City would pay the Company, should the City take over the property, as mentioned in the earlier lease.¹³

In 1930 the Club and the City signed another agreement by which the Club was leased certain lots in the Windsor Terrace Subdivision.¹⁴ Four years later a further agreement consolidated the previous

¹² Agreement between the City of Edmonton and the Mayfair Golf and Country Club Co. Ltd., signed February 15, 1921. Lease signed March 10, 1922.

¹³ Ibid., June 30, 1926.

¹⁴ Agreement between the City of Edmonton and the Mayfair Golf and Country Club, signed May, 1930.

agreements to enable the Club to obtain a lease-hold title according to the provisions of the Land Titles Act.¹⁵ The new agreement leased the area to the Club on the terms given in Table XVIII. The Club

TABLE XVIII--EDMONTON'S LEASE OF PARKLANDS TO THE MAYFAIR GOLF AND COUNTRY CLUB, 1930 AND 1934

SUBDIVISION	PERIOD	YEARLY RENTAL
Mayfair--Block A	January 1, 1934 to December 31, 1941	\$1,050
	January 1, 1942 to December 31, 1951	\$1,600
	January 1, 1952 to December 31, 1961	\$2,000
Windsor Terrace All, except ten lots (privately owned) and Block 35 (owned by Public School Board)	Same as for Block A	\$ 1

Source: Agreements between the City of Edmonton and The Mayfair Golf and Country Club, signed May 1930 and October 1934.

undertook "to keep and maintain the lands for the sole and only purpose of a golf course, along with such other forms of recreation as may be enjoyed therewith."

In 1937 the Club signed another agreement with the City to lease an additional 4.55 acres in Windsor Terrace. The lease was tenable for twenty-five years, from January 1, 1937, to December 31, 1961,

¹⁵Ibid., October 15, 1934.

but in 1931 the Club applied for a twenty-year extension, claiming that it had spent approximately \$85, 000 on the development of the area and proposed to spend another \$35, 000 or more.¹⁶ At the recommendation of the Finance Committee, the Council authorized the twenty-year extension, from 1961 to 1981.¹⁷

Once the leases were effected and the function of the park established, an exclusive section of the community, those of the higher income group, were to enjoy the spaciousness, peace and seclusion of the river bend.

The leasing of the Mayfair Park reflects a social differentiation which was an accident of the times but which has since become unpalatable to many residents. Almost directly opposite the Mayfair Course, separated only by Groat Road and the Groat Road Bridge, is the municipally-owned Victoria Golf Course. This course is used to a great extent by the residents of the West End residential area which lies to the north of the course, as well as by other residents of the city. That this golf course should serve the many, and the Mayfair course the privileged few, appears to be a case of functional imbalance which is bound to be heightened as the population increases and the demand for open spaces become more acute. It seems further that once public lands are set aside for the exclusive use of private

¹⁶ Commissioners' Report to Council, No. 14, April 17, 1939.

¹⁷ Minutes of Council Meeting, April 24, 1939.

concerns it becomes extremely difficult to acquire them for public use. With each year the argument used by the private interests for the extended use of public park-lands becomes stronger; namely, that much capital has been invested on the area, and that more can be invested only by the extension of long-term leases. But long-term leases seem irrational given the maelstrom of change that typifies our age.

The Highlands Golf Course

The second area developed privately was the Highlands Golf Course. In 1929 the Highlands Golf Club obtained a twenty-one year lease on nine parcels of land in the Highlands Subdivision, comprising 102.6 acres (Table XIX and Fig. 21).¹⁸ The agreement gave the City the right to acquire title to those lots that were not owned by the City, and to close the streets and lanes in the property, except those that bordered it.

Part of the area required by the Golf Club was a parcel of land south of Ada Boulevard, designated Z (Fig. 21), which contained 35.5 acres. It was formerly owned by Magrath-Hartt Ltd., but was forfeited to the City because of tax default. In 1923 the City sold the land to the Company which subsequently lost it to the City once more. As the Golf Club had leased Block Z from Magrath Hartt,

¹⁸ Memo for City Commissioners by the Lands Department, December 21, 1932. Agreement signed July 6, 1933.

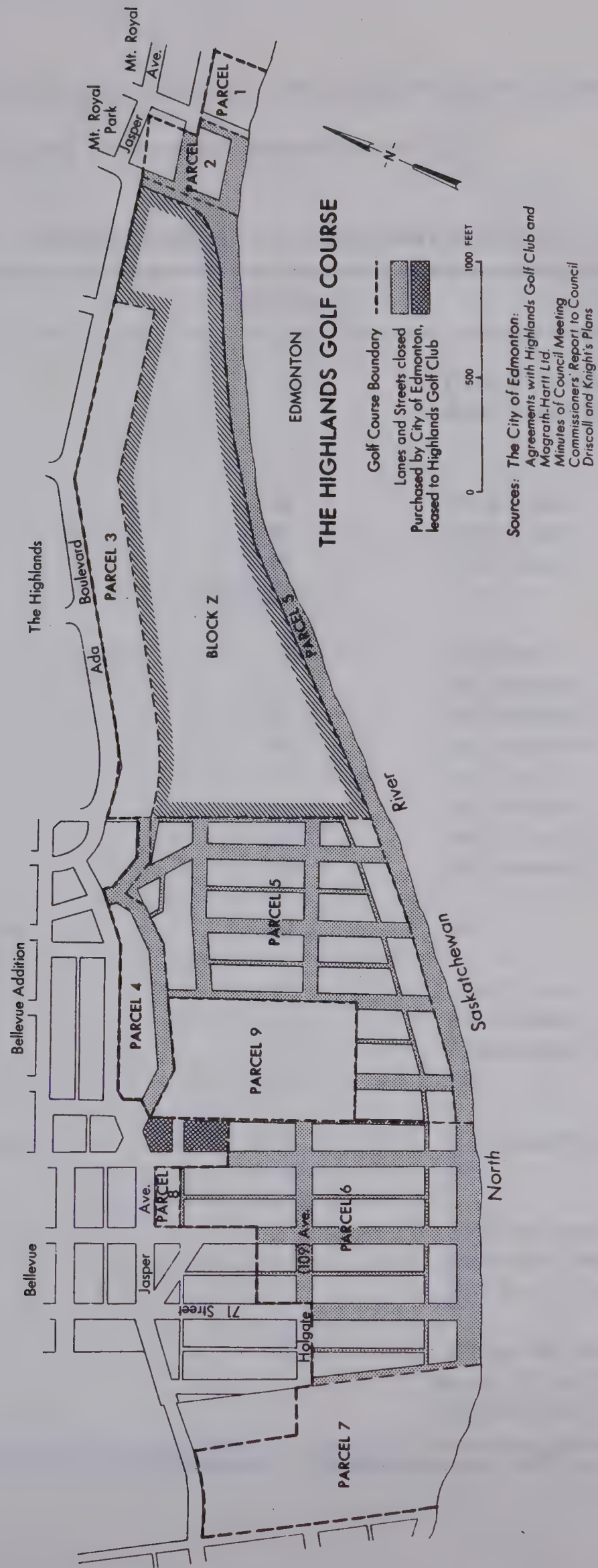


Figure 21

and in order that the function of the Golf Club would be maintained,
the Club signed a new lease agreement with the City.

TABLE XIX -- LANDS LEASED TO HIGHLANDS GOLF CLUB LTD. , 1929

SUBDIVISION	BLOCK	LOTS
Highlands	Z	(lying immediately south of Ada Boulevard.)
Highlands	44	20-25 incl.
	46	14-19 incl.
	47	1-13 incl.
	48-54 incl.	
Bellevue	B	1-9 incl.
	C	All except 1-6, 13
	14	All except 7, 8, 38
	15	All except 8, 9, 11, 16, 29, 30
	16	All except 7, 8, 16, 21-29
	17	3-5, 36, 37
	35	All except 13, 16-19 incl.
Bellevue Addition	29	All
Mount Royal	1	12-19 incl.
	2	14-19 incl.
	4	All except Lot 1
	5	All
Mount Royal Park	4	All except Lot 1
	5	All
River Lot 26		All that portion lying between Jasper Ave. & the North Sask. River
Roadway		Along the north bank of the Sask. River between 52nd Street and 74th Street

Source: The City of Edmonton, Commissioner's File, 1929.

The establishment and the function of this parkland area epitomize to a great extent the complexities of land transactions in the City of Edmonton, the unravelling of which is essential to any genetic study of the urban area. It may be remarked further that Edmonton did not provide at that time, nor up to 1966, other golfing facilities for its residents in the eastern part of the City, even though an appreciable proportion of the residents of this city are keen golfers. In this respect, therefore, the eastern section of the city is even worse off than the West End--another social imbalance that needs to be corrected.

The next privately developed park land was the Prince Rupert Golf Course at the west end of the Hudson Bay Reserve, between 108th and 113th Avenues and 117th and 119th Streets. Although undertaken by the Hudson's Bay Company which owned all the lots within the area, the development of the park in 1929 was made possible only by the cooperation of the City which agreed to close the streets, lanes, parks and public places, and to lease the same to the Company at a nominal rental of \$1 per year for a period of twenty years.¹⁹ The City also agreed to give a satisfactory supply of water for the greens, fairways, and clubhouse at very low rates, and to cover with soil the City garbage dumps within the area.²⁰ This project involved an expenditure of

¹⁹ Approved by By-Law No. 7, passed in February 25, 1929.

²⁰ Commissioners' Report to Council, No. 45, October 6, 1928.

nearly \$50,000, an amount which the City could not easily spend for that purpose in those difficult days. It also gave the City additional golfing facilities. Nevertheless, the golf course was only a transitory feature of the Edmonton townscape, for by 1951 the whole area, comprising some 103 acres and clubhouse, was sold by the Company to the City for \$355,000. The Company had intended to develop the property as an industrial area but its plans were not acceptable to the Town Planner. The City then decided to develop it along its own lines.²¹

Renfrew Park

The park area known as Ross Flats was also privately developed. This park (the name of which was changed to Renfrew Park in honour of the visit to Alberta of Lord Renfrew, the Prince of Wales) was leased from the City by a Mr. Henry Roche in 1933 for five years, to be used as a baseball park.²² At the termination of the lease in 1938 the park reverted to the City, but by April 1941 the City appointed a committee of five to control its development and function. Consequently its function as a baseball park remained unaltered.

Other Areas Developed Privately

Also privately developed were three parcels of land in River

²¹Ibid., No. 8, January 8, 1951.

²²This Agreement was signed on May 23, 1933..

Lot 19 which the Edmonton Ski Club leased from the City in 1936 for ten years, at a nominal rental of \$1 per annum, "for the sole and only purpose of a ski slide."²³ This area was extended by agreements in 1938 and 1941.

Similarly, the Patricia Square Bowling Club leased from the City a portion of Patricia Square for five years and developed it as a bowling green.²⁴ To control the development and function of the area, it was specified in its lease-agreement with the Club that the City would repossess the area if the Club failed to use the bowling green for twelve consecutive months. At the same time the City was to benefit by the rental of \$1,000 per year which it charged.

ATTEMPTS AT PUBLIC AND PRIVATE DEVELOPMENT OF PARK AREAS

Borden Park

A significant area that was developed partly by private interests and partly by the City was Borden Park which was originally bought by the City for park, exhibition grounds, stockyards or similar purposes. In 1919 parts of the park were leased to the Edmonton

²³Memorandum of Agreement made on September 23, 1936, between the City of Edmonton and the Edmonton Ski Club.

²⁴Memorandum of Agreement made on September 23, 1938, between the Patricia Square Bowling Club and the City of Edmonton.

Exhibition Association on several conditions, one of which was that the Association would have exclusive use and control of an area to be known as the "Exhibition Grounds", during the periods of its annual exhibition, fat-stock shows, horse shows and race meets.

At all other times the City was to have the exclusive use, control and management of the grounds.²⁵ The agreement also authorized that

the profits derived from the operation of the park as an amusement park should be used for its improvement as a whole, including the part used as Exhibition Grounds. Termination of the agreement in

March 1938 necessitated its renewal for ten years from April 1938.²⁶

By 1941 the demands of World War II caused a change in the land-use and function of the area. By agreement the Minister of National

Defence of the Dominion of Canada leased the area for war training purposes, paying the City \$10,500 for 1941 and an annual amount of \$8,500 for the remainder of the term.²⁷ At the end of the war,

however, the Park reverted to its former function. Further development of the Park by the City included the establishment of a zoo in 1925.²⁸

Another area whose development appeared promising was the

²⁵ Commissioners' Report to Council, No. 24, May 24, 1938.

²⁶ Memorandum of Agreement made on February 14, 1939, between the Patricia Square Bowling Club and the City of Edmonton.

²⁷ Ibid., June 2, 1941.

²⁸ Commissioners' Report to Council No. 59, 1925, and Finance Committee Report to Council, No. 7, 1925.

Whitemud Creek Park. The City had obtained this land as a result of tax default, and for well over a decade it lay undeveloped. In August 1945, however, the City leased the area for five years to Lieutenant Daines, who built the Grouse Mountain Ski Village at North Vancouver, and his partner Lucyk.²⁹ They agreed to develop the park (from the North Saskatchewan River south to the valley of the Whitemud Creek) as "an attractive centre for winter and summer sports and picnic and recreational activities for the Edmonton public", and to charge only reasonable and uniform prices for all the commodities and services they hoped to provide. This agreement, while different in nature from the other agreements made with private groups for the development of City parklands, can also be criticized for giving commercial rights within a City park. The action of the Council can, however, be defended, for the City was financially unable to develop the park during this period, though it is also legitimate to wonder whether inter-war Councils in general were too ready to lease development to private groups rather than to initiate bold, imaginative municipal schemes as their predecessors did before 1913. However, in February 1946 the City cancelled its agreement with Daines and Lucyk because of the latter's inability to honour the agreement. This

²⁹ This lease-agreement was signed on August 29, 1945.

meant that the Whitemud Creek Park remained undeveloped.

2. CEMETERIES

Other areas that were developed privately as a result of Council's decisions included cemeteries which, in this study, fall readily under the heading of parklands. The private cemeteries that were established before 1914 were the Edmonton Cemetery in the Hudson Bay Reserve, the Edmonton Catholic Cemetery, and the Mount Pleasant or Strathcona Cemetery, then outside the city limits.

The Edmonton Cemetery was extended by the Cemetery Company's purchase of City lots 82 and 83 in Block 19 of the Hudson Bay Reserve, and by the City's closing of 118th and 119th Streets between 197th and 108th Avenues, and the lanes between these avenues in Blocks 17, 18, and 19 (Fig. 22). In return the Company agreed to donate 200 graves for deceased members of the Royal North West Mounted Police who enlisted before December 13, 1885, or for deceased war veterans. The cemetery was further extended in 1938 to provide the Canadian Legion with extra space for the burial of soldiers and nurses who served in World War I. The extension resulted from an agreement between the Edmonton Cemetery Company and the City of Edmonton which transferred Block X in the

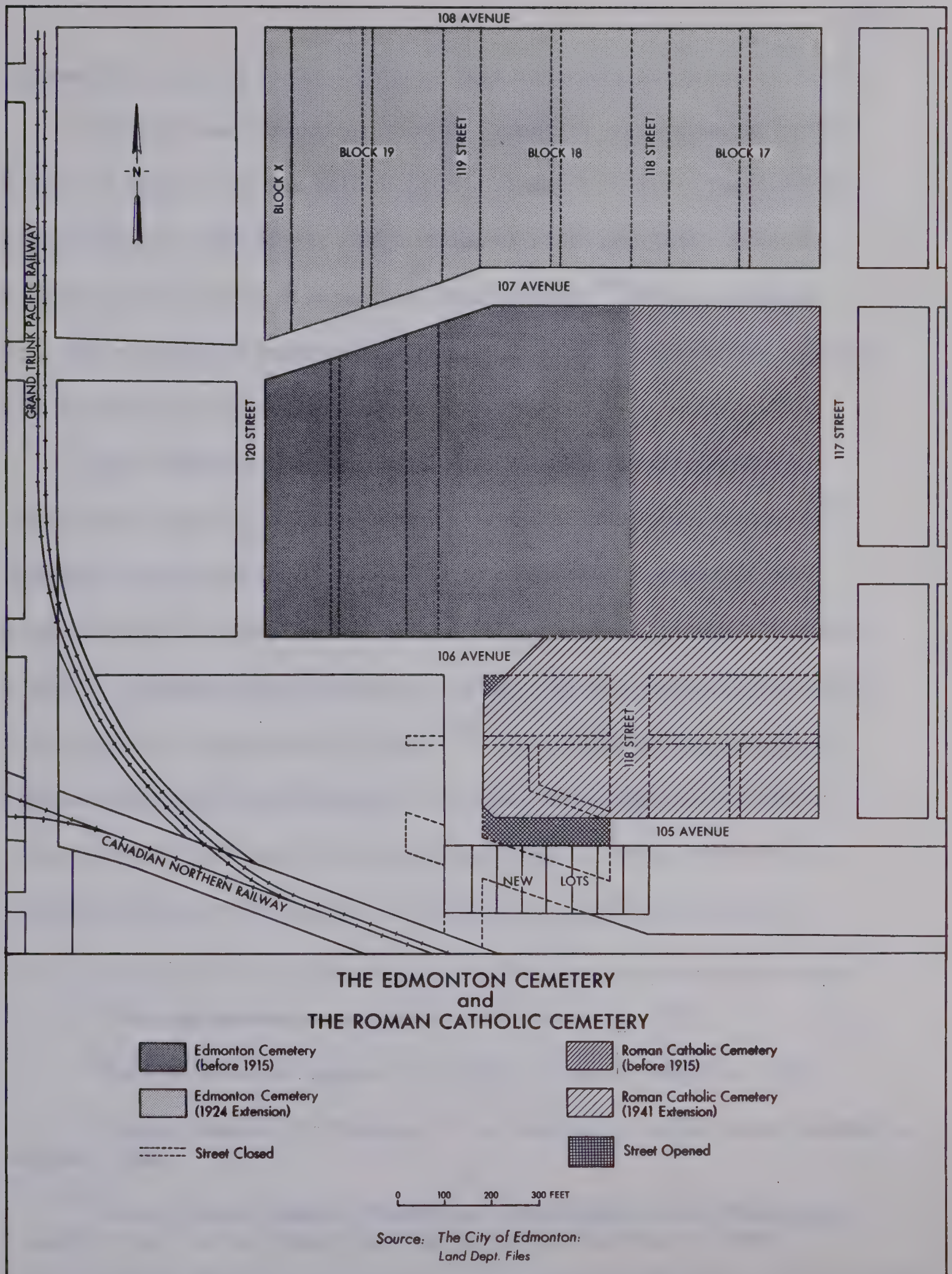


Figure 22

Hudson Bay Reserve to the Company "for cemetery purposes only."²⁹

Similarly the Edmonton Catholic Cemetery was extended by the Council's approval of the sale of City land which involved the closing of a portion of 118th Street and portions of 105th and 106th Avenues, as well as the opening of a part of 105th Avenue,³⁰ shown in Figure 22. The closing and opening of these sections of the street and avenues also created the new lots shown.

The Strathcona cemetery was sited outside the city limits at 106th Street and 51st Avenue, where it escaped municipal taxation.³¹ The area comprised 16.55 acres and was reputed to be one of the most beautiful locations of the Edmonton cemeteries. Lack of revenue, however, influenced the directors to offer it in sale to the City in 1941, to be used as a municipal cemetery.³² The Company was unable to carry out needed improvements of the site, and considerable work was necessary to bring it into good condition.³³ Also, because the site was on high sandy ground, an abundant and reliable supply of

²⁹ This agreement was signed on February 14, 1939.

³⁰ Commissioners' Report to Council, No. 16, May 12, 1941.

³¹ Letter from A. W. Haddow, City Engineer, to the Commissioners, May 28, 1941.

³² Letter from Young & Bisset Co., on behalf of the Strathcona Cemetery Co., to the Mayor and Commissioners, May 8, 1941.

³³ Letter from City Engineer, op. cit. May 8, 1941.

water was needed for the grass, flowers, shrubs and trees. Altogether the City Engineer believed that City ownership would mean an annual deficit of about \$2,500. Despite this prediction, the Finance Committee recommended the purchase of the site,³⁴ and the Council adopted the recommendation and authorized the purchase which was effected in January 1943 after the City and the Strathcona Cemetery Company signed an agreement in December 1941. The Finance Committee gave no reasons for its assessment and the Council Minutes reveal none, yet it would appear that location was the governing factor. This was the only cemetery serving the city south of the river, and if it went out of business it would have been replaced by the City.

In the meanwhile the Beechmount Cemetery which was established by the City in 1914 as a municipal cemetery and comprised three blocks between 104th and 107th Streets and 124th and 125th Avenues was greatly extended in 1932. The extension, as shown in Figure 23, was sanctioned by By-law No. 34 (1932) and included lands that were bought by the City in 1911 and 1932, and forfeited and exchanged lands.

PUBLIC DEVELOPMENT OF PARK AREAS FOR SPECIFIC PURPOSES

The "Penn Site"

Apart from those sections of the park system that were developed

³⁴ Finance Committee Report to Council No. 6, September 18, 1941.

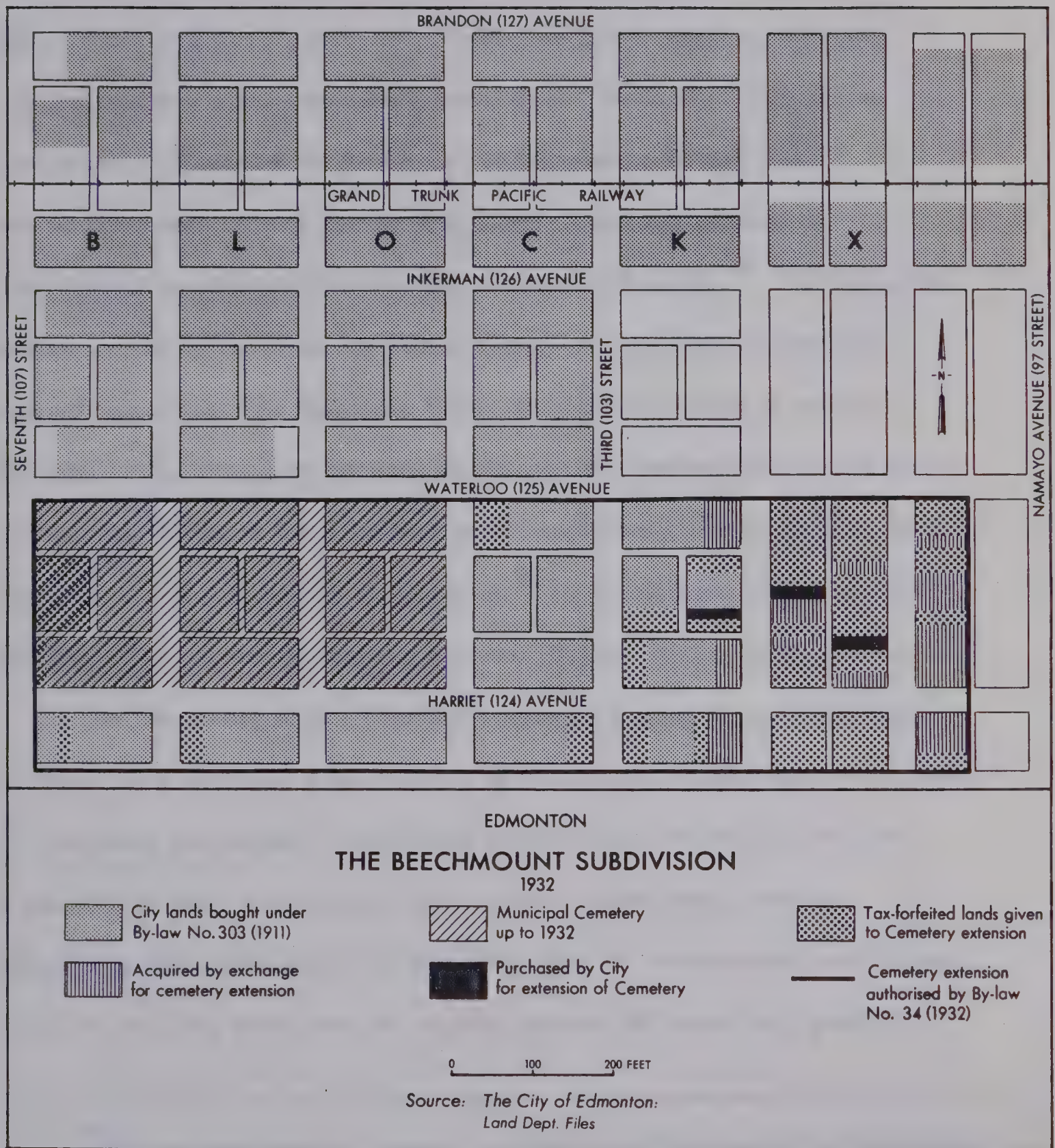


Figure 23

privately, there were other portions that were developed by the City to fulfill certain specific functions, and previously developed areas whose functions were extended. Under the first category falls the old penitentiary site, commonly dubbed the "Penn Site," or more specifically, Parcel E of River Lot 20 (Appendix XVIII). The penitentiary was closed during World War I and the prisoners transferred to other penitentiaries throughout Canada.³⁵ The property, though owned by the Federal Government, was no longer used for federal purposes. At that time there was no possibility of selling the land as building lots because there was no demand for it, and more specifically because the area had been extensively undermined by coal operations and subsidence was feared.³⁶ The land was thus leased generally for market gardening but specifically to keep down the weeds.

The centrality of the site had a special appeal in the Edmonton of 1930. It was within five minutes of fourteen schools which surrounded it, including the largest high school at that time (Victoria), and the Technical School, and within ten minutes of nine other schools. Such a location rendered it an excellent site for recreational activities, more so because there was an urgent need at the time for a properly

³⁵ Memo (undated) by Joseph A. Clarke, President of the Edmonton Stadium Association, later Mayor of Edmonton. This memo was intended to present facts about the Penn site, to the proper authorities in the hope that they would aid the completion of the Stadium.

³⁶ Letter to His Worship, Mayor Douglas, from A. U. G. Bury, M. P., House of Commons, Ottawa, dated April 6, 1931.

organized public sports centre in Edmonton.³⁷ Moreover, two other factors were of concern to the City. The first was that had the property been placed on the City's tax roll, the City would have collected between \$20, 000 and \$30, 000 a year.³⁸ The second was that because the site was located in the centre of settled districts, street car lines, sewer, water and electric light installations had to be constructed through it or around it at considerable expense.³⁹ For these reasons, and apparently because the previous Federal Government had considered moving the penitentiary buildings outside the city limits and giving the land to the City, the City Council of Edmonton applied to the Federal Government to lease the site as a public park. On June 1, 1930, a lease for twenty-six of the ninety-five acres of the area was effected for ninety-nine years at a nominal rental of \$1 per year.⁴⁰ This site was soon converted to an athletics sports ground with cinder tracks, a base ball diamond and soccer field, while other

³⁷ Letter from the City of Edmonton to R. B. Bennet, Prime Minister of Canada, petitioning the sum of \$50, 000 for the erection of a Stadium.

³⁸ Memo by J. A. Clarke to General Griesbach who was to interview the Prime Minister at Ottawa re Edmonton's request for Federal assistance in the construction of a Sports Stadium on the site, dated December 4, 1931.

³⁹ Loc. cit.

⁴⁰ Lease No. 1659, File No. 84964, Department of the Interior, Ordinance, Admiralty and Public Lands Division, 1930.

parts were devoted to lacrosse, tennis, cricket, lawn bowling, soft ball and other games.

Clarke Stadium

Then came the decision to build a stadium in 1938, a proposition which, in the opinion of the Mayor J. A. Clarke, "all red-blooded men should support with great vim and push."⁴¹ The City applied to the Federal Government for a grant of \$50,000 towards that enterprise, an action based on the moral claim that the Federal Government had kept the property off the City's Tax Roll and thereby deprived the City of over \$20,000 a year.⁴² Apparently the request was denied, for in 1946 the City requested the use of the rest of the site for a housing scheme to relieve the serious housing shortage in Edmonton at that time.⁴³ This, too, was not granted, for on July 1, 1935, the Government had sold part of the site to a Mr. Potter who had agreed to pay the Government the total cost by annual installments over a

⁴¹ Letter sent by the Mayor of Edmonton to Brig. General McBrien, Commissioner, R. C. M. P. , Ottawa, in soliciting the latter's help in influencing the Federal Government to contribute financial assistance to the building of the Stadium.

⁴² Memo to General Griesbach, op. cit.

⁴³ See letters sent by the Assistant Solicitor to the Land Registry Department of Mines and Resources, Ottawa, dated November 14, 1946 and February 12, 1947.

period of twenty years, and there were eight payments still due.⁴⁴

The City then purchased this land from Mr. Potter in the belief that the agreement between Mr. Potter and Ottawa was impeding Ottawa's generosity.⁴⁵ This done, the City was informed that the Federal Government would be willing to donate the penitentiary site to the City on the understanding that the City would maintain it as a public park.⁴⁶ The City promised to do this, and accordingly the site was donated.⁴⁷

On the completion of the stadium in August 1938, it was designated "Clarke Stadium" by Council in honour of the Mayor who had done so much to establish it.⁴⁸ After this, the Council bought the remaining portion of the Penn site, 44.124 acres at \$1,500 per acre, a total cost of \$66,186.⁴⁹

⁴⁴ Letter to Assistant City Solicitor from M. Douglas for T. L. Cory, Acting Registrar of Lands, Ottawa, February 6, 1947.

⁴⁵ Letter from Assistant City Solicitor to the Land Registry Department of Mines Resources, Ottawa, February 12, 1947.

⁴⁶ Letter to City Commissioner from James A. MacKinnon, Minister of Mines and Resources, Ottawa, December 6, 1948.

⁴⁷ Letter from J. Hodgson, City Commissioner, to J. A. MacKinnon, Minister of Mines and Resources, Ottawa, January 21, 1949. A new Certificate of Title, No. 133-Z-130, was issued to the City on May 17, 1950.

⁴⁸ Minutes of Council, August 27, 1938.

⁴⁹ Commissioners' Report to Council, No. 31, October 9, 1945.

Development of Other Recreational Areas By the City

In addition, the City acquired, either by direct purchase or exchange, or set aside from "tax-sale lands", parcels of land in various parts of the city for parks, playgrounds, sports and recreation, collectively called "recreational grounds". Every quarter section in the inner zone of the city was provided with one.⁵⁰ This was the beginning of a response by the Council to the overwhelming demand for open spaces within the limits of the city, a response which was climaxed in September 1944 when Council set up a Recreation Commission as a voluntary advisory board to supervise and promote all sport and recreation in the city, and to guide the Council in assessing the need for recreational assistance.⁵¹

CONCLUSION

The processes involved in the extension and development of the park system between 1915 and 1945 were complex. A recession in the economic cycle gave the City title to some 50 per cent of the building land of the city. The unsuitability of valley lands to building purposes influenced their reservation for parks. The leasing of

⁵⁰ Letter of A. W. Haddow, City Engineer, to the City Commissioners, dated July 16, 1942. During this period the administration of the parks came under the Engineering Department.

⁵¹ Minutes of Council Meeting, September 25, 1944; and By-law No. 1069, passed on November 27, 1944.

many of these municipal park-lands to private groups made it possible for these areas to be developed with private funds; while the agreements between private groups and the City ensured public control of the functional development of the areas. But the necessity to have consolidated areas of appreciable size, as the agreements advocated, added publicly-bought or exchanged lands to the whole system. So, too, did private donations. Nevertheless, the over-riding factor in the development of the parks in this period was municipal control.

CHAPTER VII

COUNCIL'S POLICIES ON THE USE OF PRIVATELY-OWNED LAND

Whether the urban master plan is conceived as a written policy which clearly states the specific use of individual parcels of land over given periods, or merely as broad statements of development, principles and policies which set guidelines but give no details, it is, as Charles Haar advocates, an impermanent instrument.¹ On it and around it legislation can be framed, though Haar admits that while statutory directives, buttressed by sanctions, are cast in large and hopeful terms, they assign no clear legal position to the plan.

If, in addition, we accept Lowdon Wingo's declaration that the urban master plan is "the core concept of city planning and the philosophical scaffolding upon which law courts have hung the community's right to manage its space,"² then it can be convincingly argued that up to the end of 1966 the City of Edmonton had no "core concept" of municipal planning, for though it had a Preliminary General Plan it had no official master plan. This situation, common to many Canadian municipalities, invited P. J. Smith to ask, "Where

¹ Charles Haar, "The Social Control of Urban Space," in Lowdon Wingo (ed.), Cities and Space: The Future Use of Urban Land, Baltimore, 1927, pp. 175-229.

² Lowdon Wingo, "Urban Space in a Policy Directive: An Introduction," in Cities and Space, *op. cit.*, p. 4.

are the plans?"³ This is the de jure approach to town planning which, unfortunately, municipal planning often ignores, and of which municipalities sometimes become acutely aware only when faced with aggressive private landowners in land expropriation dealings that involve court action. On the other hand, if we accept the popular but non-legal concept of town planning as the orderly development of the urban area or merely the control and shaping of urban growth without legal props, then we must concede that the City of Edmonton had at least a semblance of town planning before the end of 1963. This took the form of municipal controls, followed by the beginnings of town planning, properly conceived, between 1963 and 1966.

Municipal Controls

The municipal controls that exerted a marked influence on the development of the city up to 1914 have already been discussed (see above, pp. 110-116). After World War I, signs of indiscriminate land development, alien to Edmonton's policies, led to two important new controls. The first was By-law No. 35, passed on November 23, 1923, which prescribed the space to be left vacant around buildings, in order "to provide light and ventilation directly from the outside." It limited the number and nature of buildings to be erected on any lot or parcel of land within certain parts of the city. It declared certain

³P. J. Smith, "Where are the Plans?", Plan Canada, Vol. 2, No. 1, 1961.

streets or parts of streets to be residential streets. And it prescribed the distance from the street at which buildings might be erected.

Clause 8 was particularly restrictive:

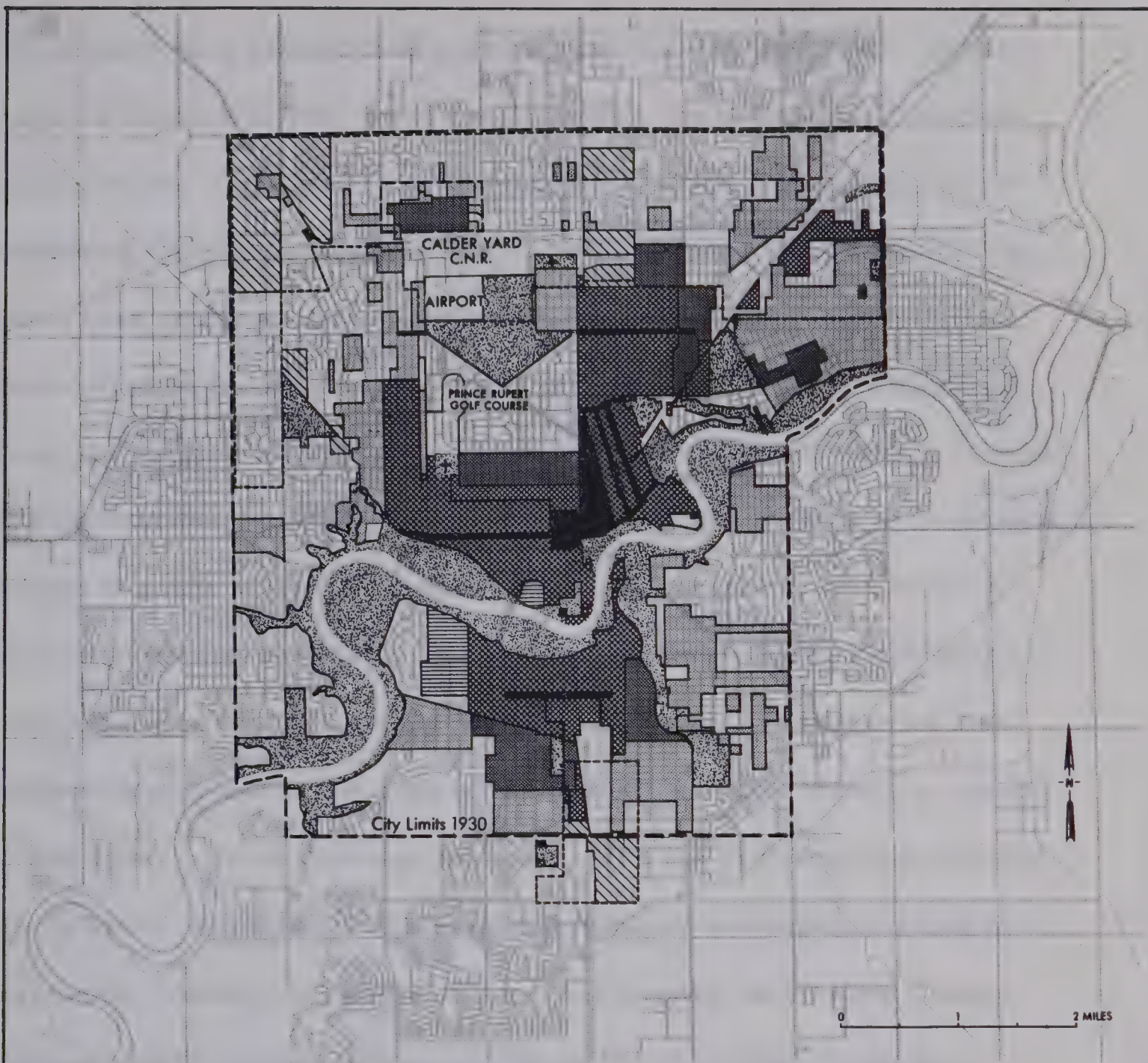
No building shall be located, erected or used for a shop, store, laundry, public stable, public cow shed, public garage, factory, warehouse or for any business, trade or industrial purpose, upon any lot or parcel of land abutting upon any residential street.

The second control was By-law No. 30, passed on September 17, 1925. This delimited certain areas within the city where noxious industries might be located. As Figure 24 shows, these were confined to the northern and southern parts of the city, wholly within the non-residential or outer zone. These by-laws, together with those passed before 1914, were among the major controls the City used to guide development before 1929 when the Provincial Government made a third attempt to establish town planning in Alberta on a sound footing.

Attempts at Planning Controls Between 1915 and 1929

The failure of the Provincial Government to launch town planning in Alberta in 1913 was in large measure responsible for the amendment of the Town Planning Act in 1922.⁴ Because of its complexity, the amended Act still failed to achieve its purpose. Yet, possibly because of the community interest it generated,





⁴The Town Planning Act, Statutes of Alberta, Chap. 125, 1922.






EDMONTON

LAND USE

(1930 Generalized)

-  Scattered
 -  Partially built-up
 -  Fully built-up
 -  Govt. and Institutional
- } Residential

-  Commercial
-  Industrial
-  Reserved for Industry
-  Park Area

-  Boundary of industries of noxious odours (By - law No. 30, 1925)
-  Boundary of residential areas within industrial area (By - law No. 30, 1925)
-  Cemetery

Sources: Henderson's Directory, 1931
 Agreements between City and Railway Companies
 By - law No. 30, 1925

Figure 24

public sentiment toward town planning was making itself felt. Matters came to the fore in 1927 when the Edmonton Local Council of Women petitioned the City Council to appoint a Civic Plan Committee, whose members were to be representatives from various local organizations, and whose function was to be advisory to the Council.⁵ The petition also called on the City to provide "a dignified and attractive approach from the proposed Canadian National Railway Station to Jasper Avenue and the Macdonald Hotel." It recommended that a scheme of development should be made a definite civic objective, supported by an education campaign to impress public opinion with the importance of securing or controlling the land necessary for such a scheme. It suggested that modern structures in the area of the Macdonald Hotel should be made to conform, both in style and material, with the architectural character of the hotel, and thereby achieve a harmonious development along that particular frontage to Jasper Avenue; the sloping bank below College Avenue and McDougall Hill from 99th to 102nd Streets should be developed into an attractive park within five years; and the City Council should provide some relief to Jasper Avenue as a traffic thoroughfare by developing 100th Avenue as an attractive traffic street, especially that part east of 109th Street.

⁵ Minutes of Council Meeting, June 27, 1927.

Regrettably the City's finances would not allow implementation of all these suggestions at that time, but the recommendation to establish a Civic Plan Committee was endorsed.⁶ The committee comprised representatives from no less than thirty-five organizations, listed in Table XX, though how such a motley and unwieldy group

TABLE XX -- ORGANIZATIONS REPRESENTED ON
THE TOWN PLANNING ASSOCIATION, 1927

-
1. Edmonton Board of Trade and Chamber of Commerce
 2. Edmonton Exhibition Association Ltd.
 3. Engineering Institute of Canada
 4. Alberta Land Surveyors' Association
 5. Alberta Association Architects, Edmonton Chapter
 6. Association of Professional Engineers of Alberta
 7. Edmonton Horticultural Society
 8. Edmonton Automobile and Good Roads Association
 9. Hudson's Bay Company
 10. Strathcona Business Men's Association
 11. Edmonton Trades & Labour Council
 12. Women's Canadian Club
 13. Canadian Legion
 14. Local Council of Women and Native Daughters of Canada
 15. Daughters of the Empire
 16. Native Sons of Canada
 17. Real Estate Association
 18. Old Timers' Association
 19. Federation of Community Leagues
 20. L'Association Canadienne Francaise Alberta
 21. Edmonton Public School Board
 22. Edmonton Separate School Board
 23. Service Clubs--Kiwanis, Rotary, Gyro, Optimist, Kinsman,
 28. Keomi
 29. Edmonton Museum of Arts
 30. Alberta Motor Association
 31. Women's Press Club
 32. Edmonton Tree Planting Association
 33. Men's Canadian Club
 34. University of Alberta
-

Sources: Commissioners' Report No. 32, 1927. Council Minutes.

⁶ Commissioners' Report to Council, No. 32, June 27, 1927.

could hope to work effectively is a matter that strains the imagination. And it might not be too much to suppose that all or most of the representatives would be strangers to the technicalities of town planning. The civic records reveal nothing significant of the Committee's work.

The movement towards effective town planning in Edmonton was pushed a step further in 1928 when Council appointed a delegation to meet the Premier of the Province and other Ministers of the Government in an attempt to revise the Town Planning Act.⁷ It was felt that a new Act should be framed to meet modern requirements, based possibly on the Town Planning Act of British Columbia, which was believed to be a more practical type of legislation than the Alberta Act.⁸ The success of this action may be judged by the Province's revision of the Town Planning Act to "The Town Planning and Preservation of Natural Beauty Act."⁹ The new Act provided for the establishment of the Town and Rural Planning Advisory Board which was authorized to acquire land for the preservation of natural beauty and historic interest. Although the City Council of Edmonton played an important role in bringing about this change, the real motivating force appeared to be the Local Council of Women, an offshoot of the

⁷ Ibid., No. 2, January 9, 1928, and Minutes of Council Meeting of the same date.

⁸ Ibid., No. 2, January 6, 1928.

⁹ Statutes of Alberta, 1928, Chapter 48.

United Farmers' Women of Alberta, a movement that successfully agitated for the preservation of the countryside from the vulgar onslaught of the symbols of commercialism--billboards and hoardings.

The Town Planning Commission and City Development

Of all the municipal attempts to foster town planning in Edmonton, the most significant was the appointment of a Town Planning Commission in August 1929. This was authorized by the Town Planning Act of 1929 in which it was stated that:¹⁰

The Council of any city, town or village may by by-law approved by the Minister, appoint a Commission to be known as a "Town Planning Commission," consisting of three, six or nine members and may delegate to it such powers... as may be necessary for the purpose of (a) acting in an advisory capacity in matters pertaining to town planning; (b) preparing and carrying into effect an official town plan or scheme; (c) preparing and administering a zoning by-law.

The slow growth of Edmonton from 1915 to 1929, coming immediately after the initial rapid growth of the pre 1914 era, gave the City Council an opportunity to note the trends in land development that were emerging from its overall policy, and to formulate new policies that would continue those trends. An attempt had been made to show these trends through the land-use map of 1930 (Figs. 6 and 24).

¹⁰ Commissioners' Report to Council, No. 36, June 24, 1929, and Minutes of Council Meeting of the same date.

Three industrial districts were emerging: a central, a southern, and a northeastern, all along the railways. Besides, the City had passed By-law No. 30 (1925) to reserve certain areas for noxious industries. A central commercial area and several commercial ribbons had also been established. Residential areas of varying densities could be distinguished, and a very distinct park system was emerging. The advent of the Town Planning Act of 1929, which was most timely, gave the Council a further opportunity to channel land development in the direction determined by its overall policy. What was needed, then, was an official comprehensive plan similar to that which had just been prepared for the city of Vancouver. This plan was prepared between 1926 and 1929 by Harland Bartholomew, the noted American planning consultant.¹¹

As early as 1927 the Resident Engineer of the Town Planning Commission of Vancouver had strongly advised the City of Edmonton to undertake studies for a comprehensive plan,¹² as a prelude to all planning activities. Again in 1929 when Edmonton could prepare such a plan under enabling legislation, the City of Edmonton sought the advice of the City of Vancouver on the preparatory studies which should be undertaken. But despite the advice given, the City Council

¹¹ Letter from Alfred Buckley, Editor of the Town Planning Journal, Ottawa, to A. E. Parker, Managing Secretary, Board of Trade, Winnipeg, October 18, 1927.

¹² Letter from Horace L. Seymour of the Town Planning Commission of Vancouver, to Commissioner Mitchell of Edmonton, dated June 10, 1927.

of Edmonton failed to employ qualified persons with town-planning training and experience to initiate its planning programme. Instead, it employed only a draughtsman who had worked with Vancouver's Town Planning Commission during the preparation of its master plan, and whom the City dubbed "City Town Planning Assistant." This action of the Council was a grave error, as will be shown shortly.

A second, equally serious error of the Council, was to authorize the Town Planning Commission to prepare a major street plan and a zoning by-law before a master plan. Presumably the Council could find excuse for this action in the circumstances with which it was faced at that time. For instance, the erection of apartment blocks and business establishments in certain areas of the city threatened to interfere with some aspects of the Council's development plans.¹³ Yet, undesirable structures in these areas could be easily prevented by recourse to (a) the provisions made in Section 221 of the Edmonton Charter (1913) which gave the Council power to prescribe areas within the city in which no business might be carried on; (b) By-law No. 25 (1923) which delimited residential streets, and which could have been amended; and (c) Section 20 of the Town Planning Act (1929) which set strict regulations for lots intended for residential and

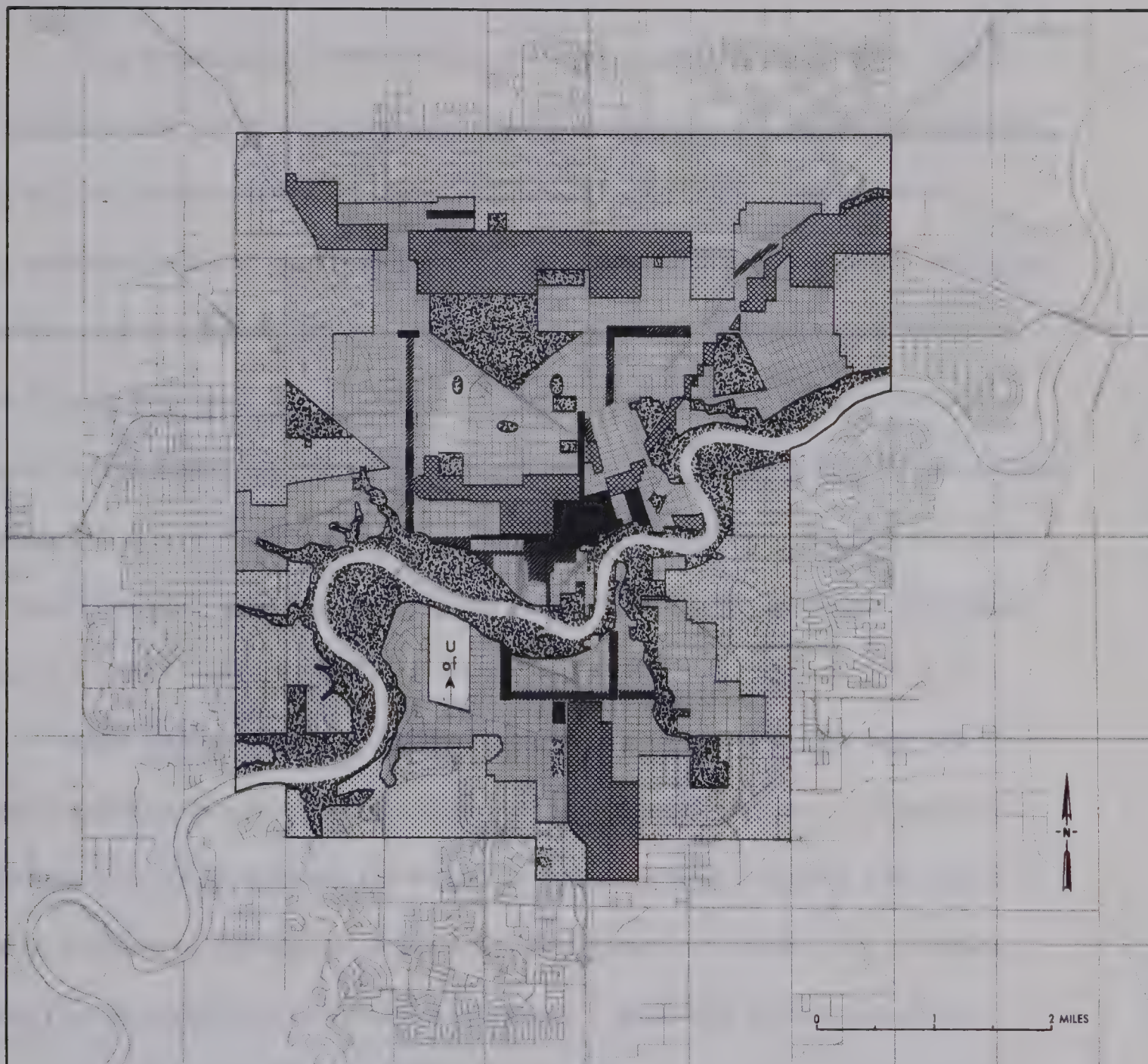
¹³ Commissioner's Report to Council, No. 40, July 22, 1929.

commercial purposes in any municipality in Alberta. Under the Act, residential lots were to have a minimum mean width of fifty feet, a minimum length of 100 feet and a minimum area of 5,000 square feet. All lots intended for commercial use were to have a minimum mean width of twenty-five feet, a minimum mean length of 100 feet, and a minimum mean area of 2,500 square feet.

Clearly, enabling legislation permitted the control of the development of lands in the subdivisions of Edmonton. The Council could easily have authorized the preparation of the master plan, and during its preparation, the Council could as easily control development by enforcing existing regulations. This approach seems logical enough, except to the Council which chose to have a zoning by-law prepared, and which attempted in the meanwhile to prevent, by By-law No. 29 (1929), the erection of the buildings or the establishment of businesses in places where they would materially interfere with the function of town planning.¹⁴ However, By-law No. 29 (1929) was never passed, and Council resorted to what it should have done in the first place, namely, the amendment of By-law No. 35 (1923). This was done twice in 1932 and again in 1933, when it was replaced by the Zoning By-law, No. 26.¹⁵ A part of this By-law was a district map, shown in Figure 25.

¹⁴ Commissioners' Report to Council, No. 40, July 22, 1929.

¹⁵ By-law No. 26 was passed by the Council on October 10, 1933.



EDMONTON

DISTRICT MAP

Zoning By-Law No. 26, 1933

Residential

- One and Two Family Dwelling
- Three and Six Storey Multiple Dwelling

Commercial

- Local and Three Storey Business
- Light and Heavy Industrial

Agricultural

Public Parks

Source: Mundy's Maps (1933)

Figure 25

Zoning By-law No. 26 (1933) and its Effects

The preamble of the Zoning By-law clearly reflected the policy of the Council: to regulate and restrict the height and bulk of buildings, the size of yards and other open spaces, the density of population, the location and use of buildings, and the use of land for trade, industry, residences and other purposes; to divide the city into use-districts and to regulate and restrict the erection, construction, reconstruction, alteration, repair or use of buildings, structures, and land; to prescribe building lines; and to provide for the administration of the By-law and its enforcement, and for the repeal of certain other by-laws, including Nos. 35 (1923) and 30 (1925).

The passing of this By-law was to inflict on the city and its administration a planning malaise for nearly two decades. Even the Edmonton of 1966 showed its effect to some extent. It was one of the gross errors in Edmonton's seventy-five years of urban life, despite what the By-law may have accomplished. What the City Council had obviously failed to understand was the difference between "city planning" and "zoning", the former embracing general principles that can be applied and goals which can be understood by the court, the latter merely one of the many legal and administrative devices by which City plans may be carried out. Nor did the Council realize in 1933 that a zoning ordinance was likely to rest on a sounder legal basis if

it was part of a carefully worked-out plan;¹⁶ and that a zoning ordinance, adopted without a master plan which it aims to implement, will necessarily be amended to such an extent that before long the comprehensive pattern of development, which it aims to achieve, can hardly be recognized. In other words, the official use of the zoning by-law as the main instrument to control development of the city completely failed to achieve or promote a rational land use. It merely attempted to separate particular use-districts and as such was rather more regulative and negative than either constructive or positive.

What caused the Council to make so gigantic a blunder? The answer might be that the Council did not know it was making an error, for it was at that time the common practice in North America to conceive of the zoning by-law as planning. Again, the Council could very well have conceived of the By-law as its ultimate weapon to control land development which it had been attempting to do piecemeal since before World War I.

Nor can the Planning Commission escape criticism. After it had produced the Major Street Plan and the Zoning By-law, which it admitted was only a start towards the master plan, and when it should have proceeded to complete the master plan, it requested the Council

¹⁶ Mary McLean (ed.), Local Planning Administration, published for the Institute for Training in Municipal Training by The International City Managers' Association, Chicago, p. 308.

to allow it to proceed to prepare a plan for municipal parks.¹⁷ But judged by its meagre budget of \$4,300 for 1932,¹⁸ the Commission could not very well produce the comprehensive plan that Edmonton then required. In any case, the task was beyond the competence of the Commission, comprising as it did only citizens-at-large. What it needed most of all was a staff of trained, competent personnel. It appears certain, therefore, that both Council and Commission were merely "playing" at planning. Even the Major Street Plan and the Zoning By-law which the Commission claimed as its great achievement could hardly be said to be more than misguided endeavours. Moreover, the Street Plan seems never to have been submitted to the Minister of Public Works for approval, as the Town Planning Act required, and therefore was by no means part of an official plan. It was approved by Council,¹⁹ but had no effect because of the curtailment of development programmes in the early 1930s. In fact, the City was compelled to reduce the estimates of all its Departments. It even dispensed with the services of the Secretary Planner of the Commission which, as an

¹⁷ Commissioners' Report to Council, No. 10, January 8, 1934.

¹⁸ Memo addressed to the Mayor and Aldermen from the Chairman, City of Edmonton Planning Commission, March 18, 1932.

¹⁹ Adopted by resolution of Council on January 25, 1932, but with the elimination of the two diagonal major streets suggested on the south side of the river, and a major street, on the north side of the river, which was to run across the property of the Clarke's Stadium.

honorary body, continued to function only in name with a budget reduced to barely \$500 during 1933.²⁰

In contrast, the Zoning By-law, and the Zoning Appeal Board which the Council appointed in accordance with the Zoning By-law, were both used to control the development of Edmonton from 1933 to 1950, when they were supplanted by the provisions of a new Planning Act. The object of the Zoning Appeal Board was to make equitable and reasonable arrangements in cases where a strict interpretation of the By-law might result in injustice, or impose unnecessary hardship, or fail to attain the object of the By-law. Thus the City's adoption of a "planning procedure" instead of a master plan, resulted in development by regulation or more aptly, restriction. The disadvantage of this procedure is seen in the unavoidable amendments of the By-law which it invites. And repeated amendments soon destroyed the spirit and purpose of zoning in general. Almost immediately after the By-law was passed, applications poured into the Zoning Appeal Board for the inclusion of certain lots within certain use-districts: that is, for a reclassification of lots. The first of these was in 1934, a year after the Zoning By-law was passed. The request was to reclassify the west side of 112th Street, between 98th and 99th Avenues, and all lots or parcels of land abutting them, from a Class "C" Two Family

²⁰ Letter from the Chairman of the Town Planning Commission to J. F. D. Tanquerary, March 18, 1933.

Dwelling District to a Class "D" Three storey Multiple Dwelling District. The request was granted and the Zoning By-law amended. In 1935 the Zoning Appeal Board, faced with numerous applications for permission to alter the classification of dwellings in the "B" One Family Dwelling District to Two Family Dwellings, recommended the adoption of a clause from the Vancouver Zoning By-law which authorized that an existing building could be converted into a two-family dwelling when allowed by the Board of Appeal. The Council's acceptance of this recommendation brought about another amendment of the By-law.²¹

Another factor which invited amendment of the Zoning By-law was the existence of non-conforming business in residential districts.²² Still another was the need to establish noxious industries in an Agricultural District, surrounded by lands which were in the industrial area and without residences.²³ To deny the promoters of these business concerns the privilege of continuing or establishing in these areas was, the Council feared, to postpone Edmonton's development at a time when it should be encouraged. The business climate of the city was then sorely depressed. And yet, to accede to

²¹ Minutes of Council Meeting, August 14, 1935.

²² Commissioners' Report to Council, No. 29, August 10, 1936.

²³ Ibid., No. 29, June 28, 1937.

all the requests would be to defeat the purpose of the By-law. Invariably the Council's action achieved the latter effect. Witness the seventy-five appeals made to the Zoning Appeal Board in 1937, almost all of which were granted.²⁴ All these invited amendments of the Zoning By-law, which are assembled in Appendix XX. In 1938 after the granting of these appeals had caused the By-law to be amended twelve times, a warning note was sounded by the Chairman of the Town Planning Commission: "I feel now that if we started in making changes in order to satisfy one person after another, the Zoning By-law might just as well be scrapped."²⁵ Still, the City continued to amend the Zoning By-law no less than twenty-seven times by 1945. In this way the By-law permitted non-conforming uses to be developed in a general business district or in a residential district.²⁶

Further Attempt to Develop the City Outward From the Centre

During this period of attempted control, from 1929, indeed during the whole period under review (1915 to 1945), municipal policy to encourage development from the centre of the city outward was continued. It was a policy initiated well before World War I and

²⁴ Report of Meeting No. 2, The City of Edmonton Town Planning Commission, July 20, 1937.

²⁵ Letter from the Chairman, Town Planning Commission to Commissioner Hodgson, June 15, 1938.

²⁶ City of Edmonton, Town Planner's Report, No. 9, 1950.

honoured by successive Councils. Citizens were given every encouragement to establish homes and buildings where utilities were available, even to the extent of exchanging City lands served with sewer and water for lands that were not.²⁷ The same was true of Council's attempt to control industrial development. For instance, properties adjoining the C. N. R. tracks from the centre of the city to its western limits were set apart, as a result of municipal controls, for industrial development (see Fig. 24). After the Planning Act was passed in 1929, and as a result of a survey made by the City's Town Planning Assistant, the western limits of this industrial area were more specifically demarcated: between 116th and 118th Streets and 104th and 106th Avenues.²⁸

During this period of incipient planning controls, the City also made a novel attempt to create a self-contained residential district. This took the form of a plan for a revised lay-out of the Prince Rupert Golf Course in the Hudson Bay Reserve and its adjoining districts. The plan was aimed at providing a self-contained residential district replete with the schools, playgrounds, local shopping and other conveniences required in such a neighbourhood. In this way the City hoped to create a pleasing environment, and to maintain property values which the

²⁷ Letter from City Commissioner of Edmonton to City Commissioner of Calgary, December 4, 1928.

²⁸ Letter from City's Town Planning Assistant to City Commissioner D. Mitchell, July 4, 1929.

registered plan had failed to do.²⁹ The area itself remained undeveloped for many years, largely because it was enclosed by a loop of the C. N. R. track that served the station of 101st Street and 104th Avenue. The line entered the area diagonally from the east but left it to the west by a north-south section of line from 104th Avenue to 126th Avenue. An awkward arrangement, it militated against the development of the district, for three level crossings on major streets made access to and from it difficult. For this reason the plan of development envisaged subways at 118th, 111th and 107th Avenues. The difficulties involved in implementing the plan were not overcome until after 1945, but in the meanwhile, as owner of ninety per cent of the land in the area, the City reserved it especially for the planned development.

The City's planning controls also aimed at improving previous residential development. Up to 1943 there were many thirty-three-foot lots in the city, but their limited width rendered them inadequate for residential development. Consequently they were resubdivided into forty-four-foot lots.³⁰ In addition the Council approved the scaling down of fifty-foot lots to forty-foot-lots in certain locations.³¹ These decisions had the added advantage of establishing a policy for future re-subdivision and new subdivisions.

²⁹The Edmonton Town Planning Commission: "Proposed Plan to Revise the Lay-out of the Hudson Bay Reserve", September 1, 1944.

³⁰Letter from Mr. Dewar, Assistant Architect and Building Inspector, to the City Commissioners, September 9, 1943.

³¹Letter from the Commission Board to members of the By-laws Committee, September 13, 1943.

Also, Section 44 of the Planning Act (1929) gave a municipality the right to make regulations for replotting schemes, while Section 45 allowed a municipality, by a vote of two-thirds of all its members, to cancel existing subdivisions and to redistribute the newly subdivided land amongst the owners of the cancelled subdivision. A significant proviso to Section 45 was that no replotting scheme might be approved without the previous consent in writing of the owners of at least 60 per cent of the parcels of land in the subdivision or part of a subdivision to be cancelled and replotted, and of any other persons having an interest in it. And Section 46 insisted that the replotting scheme indicate what compensation, if any, was to be paid to the respective owners.³²

The City's interest in the concept resulted directly from a large number of privately-owned properties which their respective owners refused to exchange for Municipal lands elsewhere. Thus the powers conferred on the City by the Act (and the Edmonton City Council had much to do with the passing of the Act), could then be used to remove the difficulty. This was demonstrated immediately after the passing of the Act. The Council had formulated a policy to create a residential area in the Capital Hill Subdivision to enhance the area,

³²"The Town and Planning Act," Chap. 49, 1929, Statutes of Alberta.

and had made a survey for a scenic driveway along the north side of the ravine. To create the residential area and thus secure an uninterrupted view over the ravine, the private holdings in the area would have to be eliminated. Negotiations with the owners of the holdings had proved fruitless, and the improvement was held up.³³ But under Section 45 of the Planning Act the City was permitted to proceed with its plan to develop the subdivision, and accordingly authorized the area to be replotted and the private owners compensated.³⁴

Yet another problem that invited civic action was persistent fringe development, despite the subdivision controls that the City exercised and despite the City's persistent policy to encourage a compact central development. Private developers would purchase lands adjacent to the city limits, subdivide them and either directly or indirectly encourage their incorporation into the city, often after all the land was sold for residential or industrial purposes. In this way the developers escaped municipal taxation and defeated the subdivision controls which enabling legislation had authorized. However, in 1945 the City began to take steps that would bring some degree of subdivision and building control to fringe settlements. First, the City Engineer and City

³³ Commissioners' Report to Council, June 24, 1929.

³⁴ Minutes of Council Meeting, June 24, 1929.

Architect were authorized to discuss the problem with the Deputy Minister of Public Works.³⁵ The discussion eventually influenced the creation of the Regional Planning Board whose work falls within the next stage of development and will be examined under that period.

Indirect Planning Controls

Apart from the direct planning controls the City exercised under statutory legislation, it also employed indirect controls, subtle and discreet. One instance only will be discussed in detail. This was in connection with a block of land lying between the Macdonald Hotel and Jasper Avenue which in 1928 had a number of dilapidated premises that destroyed the impressive effect the hotel would otherwise have had. The Mayor of Edmonton, desiring to improve the area, sent a photograph of it to Sir Henry Thornton, President of the C.N.R., and in a very confidential manner, reminiscent of a "tip-off", suggested that:³⁶

These properties might be secured quietly by some insignificant agent not disclosing for what purpose they are sought nor need the same agent act in respect of the purchase of each property. They could be secured now while prices are low and could be held until the Railway felt in a position to

³⁵ Letter from City Commissioner Gibb to T. E. Garside, City Solicitor, March 29, 1945. The Minister of Public Works, Mr. Monkman, suggested that the best method of dealing with the problem of fringe settlement was for the City to organize a Regional Planning Board, represented by the City and the municipalities adjoining the city. The Board, when established, could then assume jurisdiction under the Town Planning Act.

³⁶ Letter from Mayor A. U. G. Bury, to Sir Henry Thornton, December 18, 1928.

clear the space. They would, I should think, almost carry themselves from the rentals, especially in view of the fact that property is going up. For the same reason, if any thing is to be done, it should be done soon, as in a matter of a year or so these properties will probably demand a very much higher price.

The Mayor, most assuring, even suggested that if the Company was not prepared to spend so much money for the sake of clearing the approach and opening a view of the entrance to the hotel from Jasper Avenue, it could, when the time justified it,

...construct a building, not too high, of the same material and of the same architectural style as the hotel...or such a structure might be in a form of an arcade with shops furnishing an attractive entrance to the hotel for pedestrians.

The reply was that the matter would be dealt with forthwith,³⁷ and

it was, for on the visit to Edmonton of Prime Minister Mackenzie

King and the Hon. Charles Stewart early in 1930, Mr. King remarked:³⁸

I think Sir Henry Thornton could not make a better move than to purchase this property on behalf of the Canadian National Railways, for the sake of the improvement that could be made there and for the general betterment of the civic centre plan of development.

The Prime Minister's remarks were next to be used by the City as a means of securing further cooperation with the C. N. R., as revealed

³⁷ Letter from Sir Henry Thornton to Mayor Bury, December 27, 1928.

³⁸ Letter from City Commissioner to Sir Henry Thornton, dated January 8, 1930.

in a letter from one of the City Commissioners to Sir Henry:³⁹

...It is understood from the Premier's utterance on the subject that he might have an opportunity of bringing this matter to your attention⁴⁰ and, a recommendation was submitted to the City Council by the Town Planning Commission to the effect that in their opinion, Council should actively associate itself in furthering steps...to bring about improvement of the Macdonald Hotel.

By subtle, indirect influence of this sort, the Council succeeded in effecting significant municipal improvement, for the area in question has become a major part of the central business district of Edmonton. In this instance the Council's influence achieved a heightened rapport with the C.N.R.

Further Attempt at Civic Centre Development

In 1925 there was a renewed attempt to establish Edmonton's civic centre on the site reserved for it in 1913. The first requisite was land assemblage. The day of inflated land prices had gone. During the decade after World War I the price of land had fallen remarkably. If, therefore, the scheme to develop the area was to be implemented, the time was opportune for the City to acquire the necessary lands. The original policy was to acquire all the property between 99th and 100th Streets and 101A and 104 Avenues. However,

³⁹Letter dated January 8, 1930.

⁴⁰This was indeed a most crafty interpretation, for there was no suggestion of this in the Prime Minister's remark.

the very high cost of the property in the block between 101A and 102 Avenues necessitated the elimination of this block from the scheme.⁴¹

Although some land in the proposed Civic-Centre area had been forfeited to the City for tax arrears (Table XXI), there were still privately-owned lots that had to be acquired. Table XXII shows

TABLE XXI--PROPERTIES OWNED BY THE CITY
IN PROPOSED CIVIC CENTRE, 1926

SUBDIVISION	PLAN NO.	BLOCK	LOTS
River Lot 8	E	-	49
River Lot 8	E	-	50
River Lot 8	E	-	53
River Lot 8	E	-	N. 1/2 55/56
River Lot 8	E	-	57-60 incl.
River Lot 8	E	-	64-75 incl.
River Lot 8	EF	-	82-87 incl.
River Lot 10	A	5	1-4 incl.
River Lot 10	A	6	1, 2, 26, 29

Sources: The City of Edmonton: Land Department Files; Commissioners' Report No. 41, 1926.

that the cost of the private lands would be \$165,200. This was a considerable sum, and apparently caused the ratepayers to question the wisdom of adopting such a scheme at a time when the City's bonded debt was uncomfortably high. Nevertheless, the Council authorized the Commissioners to negotiate with the private landowners with a

⁴¹ Commissioners' Report to Council, No. 42, 1937.

TABLE XXII--LANDS PRIVATELY-OWNED IN PROPOSED
CIVIC CENTRE AREA, 1926

SUBDIVISION	BLOCK	LOTS	COST TO CITY	ASSESSED VALUE
River Lot 8	-	62, 63	\$10,000	\$19,500
River Lot 8	-	S. 50' 73/75	7,000	4,500
River Lot 8	-	76 to 79 incl.	50,000	17,500
River Lot 8	-	80, 81	35,000	11,000
River Lot 10	5	5, 6	9,700	7,000
River Lot 10	6	3	15,000	3,750
River Lot 10	6	4	18,000	3,750
River Lot 10	6	5, 6	11,000	7,500
River Lot 10	6	25	3,500	2,500
River Lot 10	6	27, 28	6,000	5,000
TOTAL			\$165,200	\$72,000

Sources: The City of Edmonton: Land Department Files:
Commissioners' Report No. 41, 1926.

view to exchanging their lots within the Civic Centre site for City lots elsewhere.⁴²

By the beginning of 1926 the City expressed a formal policy to develop the site.⁴³ The approval of the general policy, however, was easier than its implementation. The private landowners were disinclined to exchange their lands and were given instead to out-right sale.⁴⁴ They argued that throughout the years of depression they had faithfully

⁴² Minutes of Council Meeting, November 10, 1925.

⁴³ Motion submitted by Alderman Gibbs at Meeting of the Council, December 28, 1925, and approved by Council.

⁴⁴ Commissioners' Report to Council, No. 15, March 8, 1926.

paid their taxes and that the advent of a new C. N. R. station in the neighbourhood would considerably increase the value of their properties.⁴⁵ Why then should they exchange them when circumstances augured well for the future? Failure to exchange the land for municipal land elsewhere implied municipal purchase of it. And municipal purchase of the land required the approval of the ratepayers who refused to pass By-laws Nos. 48 (November 9, 1926) and 53 (November 22, 1926) to raise \$175,000 and \$206,000 respectively to purchase the properties. The only course which seemed possible was for the City to continue negotiations with the landowners in the hope of their agreeing to the exchange of the lands. This was the course adopted,⁴⁶ and it was helped considerably by the depression of the early "thirties" which forced a few of the landowners to forfeit their lands to the City for taxes, others to sell to the City, and still others to exchange for City lots elsewhere. Thus by 1937 a few of the desired properties were acquired by the City (Fig. 26). The Council authorized that negotiations should continue with the owners of the remaining lots with a view to acquiring them. Before this, however, in 1926, the Council

⁴⁵ Report of Land Superintendent re Civic Centre area, March 5, 1926.

⁴⁶ Minutes of Council Meeting, March 8, 1926.

⁴⁷ Ibid., September 27, 1937.

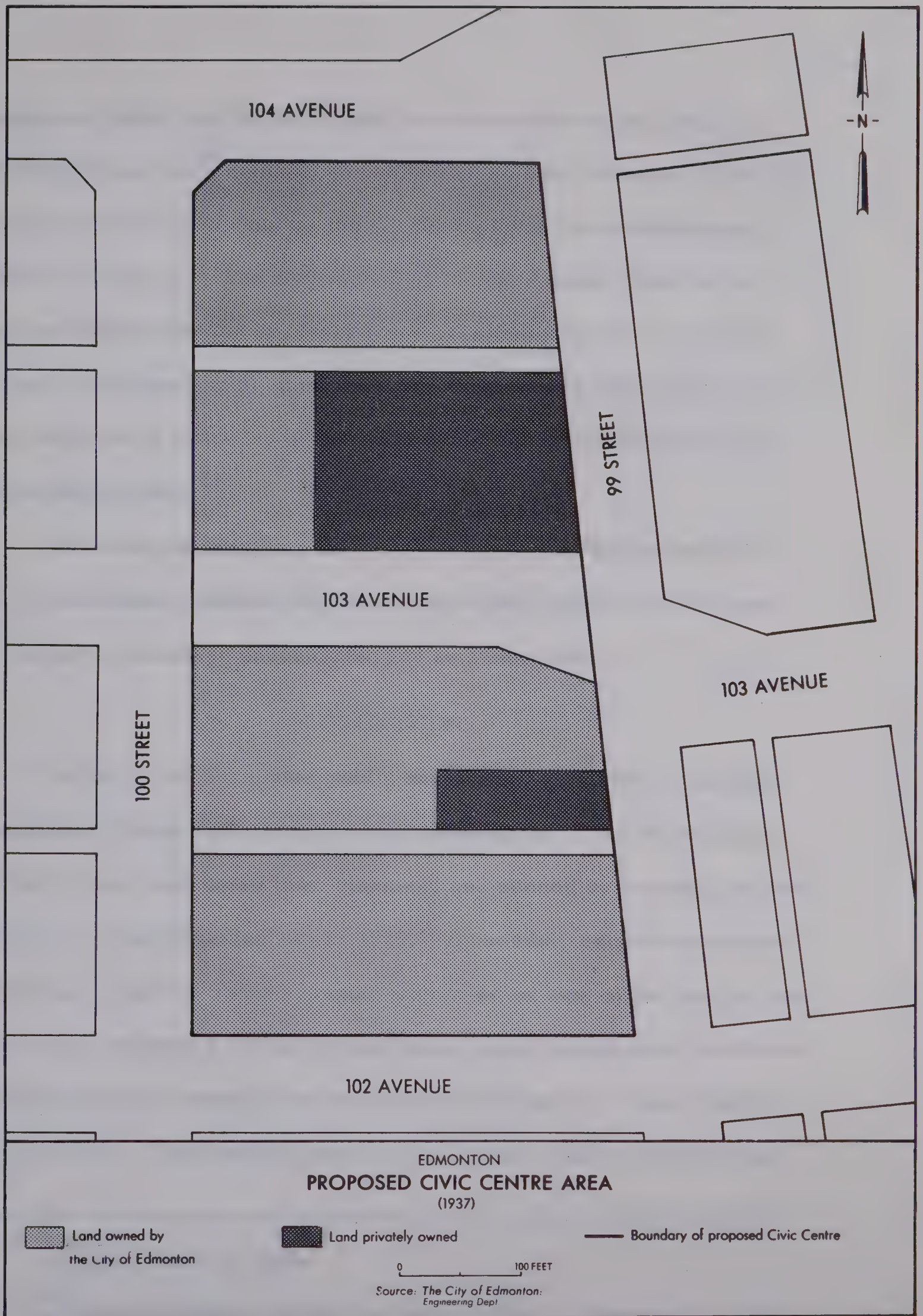


Figure 26

adopted a policy that would ensure the reservation of the lands for the Civic Centre,⁴⁸ namely, to forbid the sale or exchange of the lands acquired "until such time as the City completed the establishment of the Civic Centre." The acquisition of the Qu'Appelle Block (at a cost of \$50,000) which occupied the southerly forty-five feet of lots 55 and 56, River Lot 8, gave the City ownership of all properties on the east side of 100th Street between 104th and 102nd Avenues by the beginning of 1945.⁴⁹

The reservation of all the land for the Civic Centre, and its slow acquisition, explain why this tract of land, almost in the heart of the city, remained undeveloped for so many years.

CONCLUSION

In the city of Edmonton public decisions, grounded on enabling legislation, made for control of land development first by municipal by-laws which antedated town planning; and second by a zoning by-law under the Town Planning Act of 1929, erroneously conceived as town planning. That the Town Planning Commission was authorized by the Council to prepare a zoning by-law and a major street plan illustrated that the City had wrongly interpreted the function of a Town Planning Commission. That function was to give advice, and to help to effect

⁴⁸Ibid., May 10, 1926.

⁴⁹Commissioners' Report to Council, No. 9, January 22, 1945.

changes considered in relation to the whole city. Instead, the Edmonton Town Planning Commission spent most of its time considering applications for rezoning, caused by the passing of the Zoning By-law No. 26 (1933) which divided the city into use-districts designated "A" to "K". Though rigorously amended, the Zoning By-law, without a master plan to back it, failed to achieve its purpose. By 1945 the Edmonton Town Planning Scheme had become more irksome than beneficial and the enthusiasm which had characterized the city's development in earlier years had been noticeably dampened.

Yet there was some gain. Between 1915 and 1929 the City Council had exercised control over land development with a measure of success. Aided by the Town Planning Commission after 1929, it continued to control development until 1945 when, because of the city's growth, it became clear that "control by procedure" had to give way to effective town planning.

CHAPTER VIII

COUNCIL'S PROMOTIONAL POLICIES:AIRPORT AND INDUSTRIAL DEVELOPMENT

1. AIRPORT DEVELOPMENT

Initial Development

With the start of private flying in Edmonton in 1919 came the exciting prospects of the further development of the city by air transportation. As the railways contributed to the development of the city, aircraft might also do. This idea was convincingly demonstrated two years later when the Imperial Oil Company Ltd. transported men and equipment by air from Edmonton to the Norman Wells area for oil exploration. Soon after, in 1924, the City Council seized the opportunity to establish Edmonton as the air headquarters for the northern part of the province, an action which was reminiscent of the public development of utility systems before 1914.

The Council realized that an aerodrome was essential if its policy was to be effective, and was informed in 1924 that the land in the New Hagman Estate between 118th and 123rd Avenues and 113th and 121st Streets was owned almost exclusively by the City and was a suitable site.¹ (Fig. 27). This land, on which there

¹ Commissioners' Report to Council, No. 116, October 8, 1924.

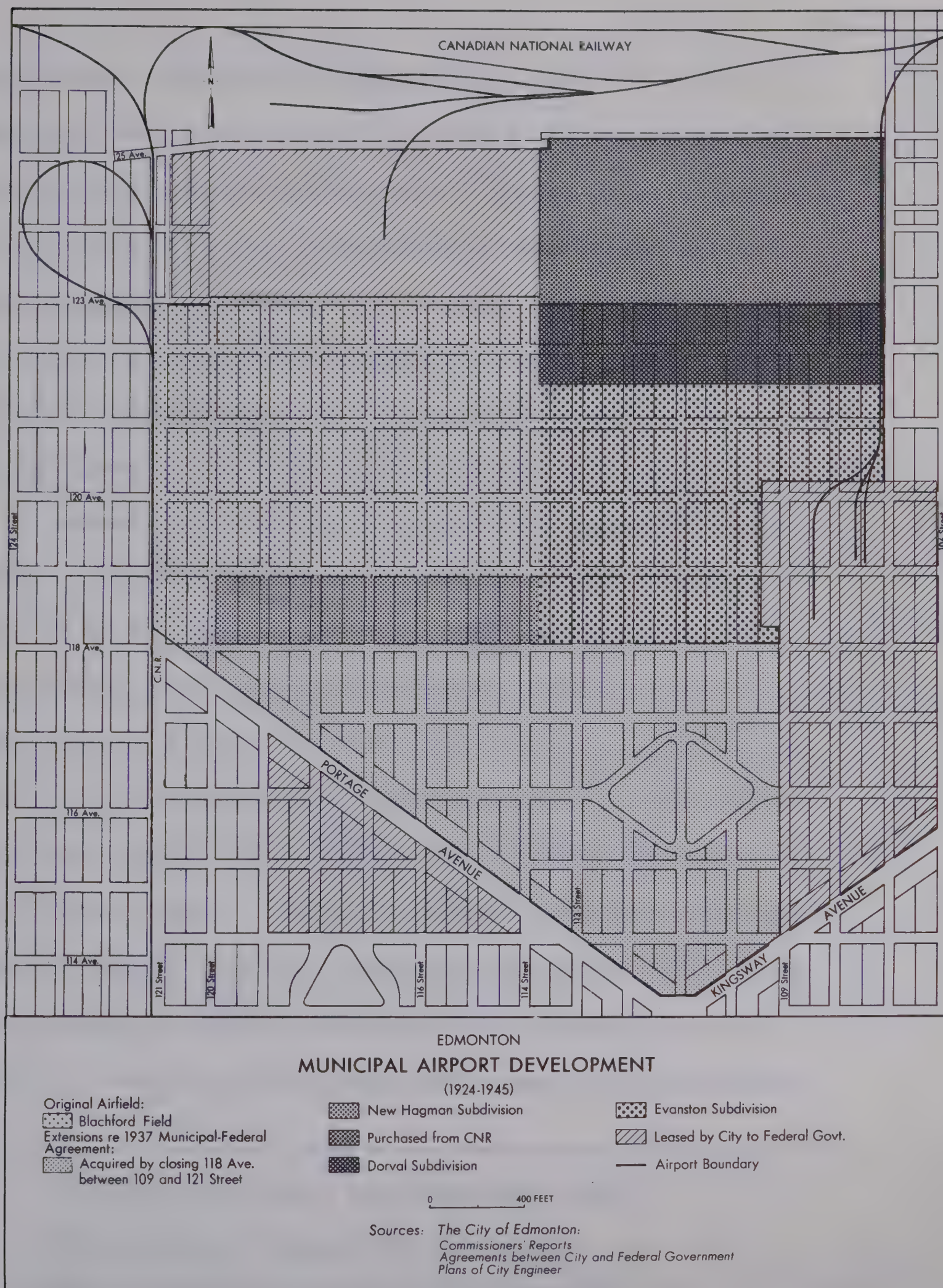


Figure 27

was a hangar building owned by pioneer fliers, came into the City's possession through tax forfeiture in 1923 (Fig. 28) and was used up to that time as meadow or pasture land.² Besides, its easy connection with the centre of the city, its proximity to steam railway services and to different utility services such as light, power, water, sewer and gas were added factors in its choice for the aerodrome. Further, the site was inspected by the City Engineer and the Officer Commanding the High River R. C. A. F. Station, Major Cuffe, and found wholly suitable.³

According to these specialists, the best location for hangars, workshops and other buildings of the aerodrome was the southwest corner of the site, between 118th and 119th Avenues. But the City had previously restricted private landowners to the block between these avenues and most of the land in this block had already been sold. Even so, the Commissioners recommended that the Council acquire the private property between these avenues or confine the aerodrome north of 119th Avenue. The Council endorsed the recommendation to establish the aerodrome in the New Hagman Estate and authorized its limits between 118th and 123rd Avenues and 113th and 121st Streets⁴ (Fig. 27). Of the total area of nearly 186 acres, fifty-nine acres were

²The City of Edmonton, Land Department Files.

³Commissioners' Report, No. 116, op. cit.

⁴Minutes of Council Meeting, October 13, 1924.



Figure 28

pasture land, thirty-four acres were landing courses (runways) and one acre was given to hangar space. The remaining area of just over ninety acres was to be cleared of trees.⁵

Having also endorsed a plan for the lay-out of the aerodrome and an expenditure of \$400, later increased to \$600, on the preliminary work of levelling and clearing the ground, the Council authorized the City Engineer to apply to Ottawa for official recognition of the aerodrome. Within a month, the city of Edmonton was granted a commercial licence for 'a Public Air Harbour,' the first of its kind in Canada.⁶ Also at the request of the Council, Ottawa approved the official name of the airport, "Blachford Field" (Fig. 27), in honour of Mayor Blachford of Edmonton who had become a Member of Parliament for East Edmonton. Its official opening was held on January 8, 1927.

By the end of 1927 the City had spent a total of \$1,000 on the airport,⁷ mainly in the preparation of landing strips. The pioneer hangar was available for commercial use but no airline services were yet available, although Canadian Air Services had expressed a desire to begin in the Spring of 1928.⁸ The groundwork had been laid however for the air-age which was optimistically expected. At the same time

⁵ Report of the City Engineer to the City Land Department, January 14, 1927.

⁶ The licence, subject to Canada's Air Regulations of 1920, was dated June 16, 1926.

⁷ Letter from the Acting City Engineer to the City Commissioners, December 30, 1928.

⁸ Letter from City Engineer to the City Commissioners, September 23, 1927.

it was recognized that if aviation business was to be brought to Edmonton, the Council would need to sell the special advantages of the airport, especially to the Federal Government, and this it did with remarkable persistence and success. Early in 1928, for example, the Postmaster General was approached to permit Edmonton to be used as the centre for air services to Northern Canada and the Pacific Coast.⁹

Further Development of the Airport (1928-1940)

The requirements for the further development of the airport, ascertained in 1928, included adequate fencing of the field, the seeding of the runways to grass, the construction of a new hangar, aircraft servicing and maintenance, civic possession of all the lands in the airport area, the removal of all traces of cultivation, and adequate control of the aerodrome. As the last was urgent, the City gave the control of strictly aviation matters to the Edmonton and Northern Aero Club which had been using the aerodrome free of cost, and retained control of maintenance for itself.¹⁰ The improvements agreed upon for 1929 included additional brushing and levelling of the ground, and the construction of a new hangar, estimated to cost up to \$20,000.¹¹

⁹ Letter from the Mayor of Edmonton to the Postmaster General of Canada, January 17, 1928.

¹⁰ City Engineer's Report to the City Commissioners, stating that the agreement was signed on February 7, 1929.

¹¹ Commissioners' Report for Public Release, October 27, 1928.

Up to the beginning of 1929 the City had not made any substantial investment on the aerodrome. Indeed, there were not even facilities for night flying. An attempt by the Council to get the ratepayers to pass a by-law to meet the cost of improvement had failed,¹² hardly a response that revealed the optimism of the general public who averred that they were keen about the prospects of commercial flying. Yet the Edmonton District Chamber of Commerce insisted that the Commissioners and Council lose no time in procuring an airport that would attract and develop air traffic.¹³

The problem which Edmonton faced in the development of its airport was similar to that of other Prairie cities, namely, the proper equipment of the airport so that it could be used day and night. This common problem drew representatives of the cities of Calgary, Edmonton, Lethbridge, Medicine Hat, Moose Jaw, Regina and Saskatoon to a conference at Regina, which concluded that:

(a) the Federal Government would greatly benefit from the existence of properly equipped airfields which could be used at all times of the day or night;

(b) the airfields would be very valuable to the work of the

¹² Minutes of Council Meeting, January 14, 1929.

¹³ Letter from the Secretary of the Chamber of Commerce to the City Commissioners, January 22, 1929.

Forestry Department, the Royal Canadian Air Force and the Department of Defence;

(c) it would not be fair for the cities to do more than provide the field itself with a number of adequate runways in good condition and see to its maintenance;

(d) the cities would provide hangar facilities, gas and oil filling stations, and have mechanics always available on the ground; and

(e) the Federal Government would gain from municipal air-fields sufficiently to warrant the cost of night flying in the West which was at a disadvantage to the East where a greater population density ensured a larger volume of air traffic.

These recommendations were emphasized in a letter from the Mayor of Edmonton to the Hon. Charles Stewart, Minister of the Interior.¹⁴ He also stressed that the opening up of the North-West and its speedier settlement as a result of established air services should invite the material interest of as many as four departments of the Government. The appeal was effective, and the Minister of National Defence recommended that the Government accept the responsibility for installing and maintaining air navigation lights at airports that were to be connected with the air mail services.¹⁵

¹⁴ Letter from Mayor Bury of Edmonton, January 28, 1929.

¹⁵ Letter from the Hon. Charles Stewart, Minister of the Interior, Ottawa, to Mayor Bury of Edmonton, February 26, 1929, and copy of the Minutes of the Committee of the Privy Council, dated February 22, 1929, sent to the Mayor.

Another recommendation was that the maintenance of these aerodromes should be left to the municipalities.

Next, the Council sent a resolution to Ottawa to request the establishment of a trans-Canada air mail service from the East to the Pacific via Edmonton.¹⁶ Later in 1929 it was learned that the Department of National Defence had undertaken to make all necessary arrangements to install intermediate lights, and that the City was requested to give what assistance it could in order to inaugurate the service.¹⁷ Without a doubt, the City was very mindful of the role it should play in the development of the airport, and was therefore ready to cooperate with the Federal Government.

Members of the Council had early expressed concern about the siting of the airport within the city. They wanted to know if provision could be made to regulate routes to prevent flying over the city, and who would be responsible for compensation for damages should an aircraft crash on private property.¹⁸ They were informed that aeronautics in Canada were controlled by Chapter 3 of the Revised Statutes of Canada, 1927, which placed responsibility and authority to regulate and control navigation in the hands of the Minister of National Defence.¹⁹

¹⁶ Minutes of Council Meeting, April 12, 1929.

¹⁷ Letter from the Assistant Deputy Postmaster General to the Mayor of Edmonton, October 28, 1929.

¹⁸ Minutes of Council Meeting, March 25, 1929.

¹⁹ Under the Acts of 1919 and 1926 these powers were vested in the Air Board.

Regulation 92 of the Act clearly stated that no aircraft should fly over any city or town except at an altitude that would enable it to land outside should its engines fail; also Regulation 93 made it illegal for a pilot to carry out trick flying over any city or town or populous district, or low flying dangerous to public safety. As for damages, common law would require the pilot of the aircraft to accept responsibility.²⁰

But even this did not allay the fears of the Council which authorized the Commissioners to request a ruling on the matter from the Minister of National Defence.²¹ The City was informed that liability for damage caused by an aircraft within the city limits was a matter to be determined by the Courts, not by the Department of National Defence, and that although Article 126 of the Air Regulations 1920, imposed on the owner of an aircraft the liability for any damages, it did not impose on him a general liability.²²

By the end of 1929 it became very evident that if the airport was to serve Edmonton commercially and industrially two urgent requirements had to be met. The first was the construction of a Class A hangar, sewer and water extensions, field preparation and

²⁰ Letter from the City Solicitor to the Municipal Council, March 28, 1929.

²¹ Minutes of Council Meeting, April 8, 1929.

²² Letter from Deputy Minister of National Defence to City Commissioners, April 30, 1929.

lighting installation at a total estimated cost of \$37,000.²³ As the Federal Government had agreed to contribute one half the lighting costs (that is, \$4,000), the estimate was reduced to \$33,000 and approved by the Council which submitted to the ratepayers By-law No. 61 (to appropriate \$35,000 for the improvement of the airport). This was passed on December 17, 1929.

The second requirement was for more space, especially for manufacturing plants. The City Engineer, A. W. Haddow, on whom the Council relied for guidance and whose recommendations did much to establish and develop the airport, suggested that the City reserve additional lands to the east of the airport.²⁴ This land extended from 113th Street to 107th Street and from 118th Avenue to the C. N. R. tracks, comprising more than 170 acres. Two important factors contributed to this choice: railway facilities were available, and the City owned the greater part of the property (Fig. 28). The official southern limit had been set by the Council in 1924 at 118th Avenue between 113th and 121st Street, but in fact the southern limit went no further than 119th Avenue as there were a few privately-owned lots in the area between 118th and 119th Avenues.

²³ Report of A. W. Haddow, City Engineer, to City Commissioners, May 21, 1929; and Commissioners' Report to Council, No. 30, May 25, 1929.

²⁴ Commissioners' Report to Council, No. 25, November 25, 1929.

The Council's decision to have the land reserved temporarily and to refer the Engineer's recommendation to the following year's Council was far-sighted,²⁵ though admittedly the property was not acquired until some seven years later. The economic depression of the early 1930s prevented major developments for a few years. Nevertheless under the Dominion Relief Works Programme, the airfield was graded and kept functioning as a municipal undertaking.²⁶ With the steadily increasing use of the airport by aircraft operating in northern Alberta and the North West Territories, the City provided a machine shop and skilled mechanics to service, repair and overhaul aircraft.²⁷ Nevertheless, two other basic needs had to be satisfied.²⁸ The first had to do with the special conditions relative to Edmonton's northern trade. In winter, aircraft were fitted with skis and could land at the Blachford (now called Municipal) Airport without difficulty. However, in summer the aircraft were fitted with pontoons and could not land at the airport. Clearly, a seaplane base was needed, and the need was great enough to invite the aid of the Federal Government which signed an agreement

²⁵ Minutes of Council Meeting, November 6, 1929.

²⁶ Report prepared by the City Engineer to be sent with application by the City to the Federal Government for assistance in the expansion of Airport accommodation, December 4, 1936.

²⁷ This service was provided as a result of the City's agreement with Mackenzie Air Service Ltd., signed October 14, 1935.

²⁸ Report of City Engineer, December 4, 1936.

with the Provincial and Municipal Governments for the purchase of a site at Cooking Lake for that purpose. The Dominion Government established a labour camp there to prepare the base.

The second of the needs was hangar accommodation which was estimated to cost \$60,000. With the increase in the number of aircraft, from one in 1929 to thirty five in 1936, came an increase in the bulk of trade (Table XXIII). Obviously, one hangar, built in

TABLE XXIII--EDMONTON'S NORTHERN TRADE
HANDLED BY CANADIAN AIRWAY LTD., MACKENZIE AIR SERVICE LTD.
AND UNITED AIR TRANSPORT, 1935

Passengers	3,886
Freight	777,000 lbs.
Express	561,129 lbs.
Mail	102,192 lbs.

Source: Letter from Hon. C. D. Howe, Minister of Railways and Canals, Ottawa, dated October 28, 1936.

1929, could not meet the requirements of this heavy and increasing northern trade.

The airport, at this stage of development, already meant much to the development of Edmonton and its vast northern hinterland. Already Edmonton was servicing the northern mining industry and the fur trade and fisheries from which the city derived a considerable benefit. In addition, the City, though operating at an annual deficit (see Table XI p. 159 above), was actually making possible the speedy development of the northern country into and beyond the Mackenzie Basin for which the

Federal Government was responsible and, it was believed, had made appropriations.²⁹ In every respect the airport was to be of inestimable value to Edmonton and the Federal Government. And since further development of the airport envisaged an expenditure of millions of dollars, the City Council of Edmonton felt it had strong reasons to petition the Federal Government for financial aid.

The City's first petition was addressed to the Minister of Railways and Canals, and the Minister of Defence.³⁰ This was strengthened by petitions sent to the Minister of Railways and Canals by the Alberta and North-west Chamber of Mines and the Edmonton Chamber of Commerce.³¹ A reply to the latter promised that a complete survey of the problem would be made in the immediate future.³² This did not satisfy the City Council which was bent on a speedy development of its airport to capture more of the northern trade. Thus it instructed the Commissioners to prepare a brief to be forwarded to the Federal Government, outlining the necessity to undertake the improvement.³³ The result, the reward of effective

²⁹ Report of City Engineer to the Federal Government, op. cit.

³⁰ Night lettergram to the Hon. C. D. Howe and the Hon. Ian Mackenzie, dated October 22, 1936.

³¹ Letters sent to Hon. C. D. Howe, dated October 28, 1936.

³² Letter from Hon. C. D. Howe to the Secretary-Manager of the Alberta North West Chamber of Mines, dated November 2, 1936.

³³ Minutes of Council Meeting, December 2, 1936.

confrontation, was that assistance to all municipalities on the Trans Canada Airway was approved. This was to be one-third of the amount already spent by these municipalities on approved airports; and not more than one-third of the amount which they might agree to spend on improvements to existing or new airports on the Airway (exclusive of hangars or other buildings).³⁴

Clearly Edmonton was becoming the pioneer in getting the Federal Government to assist the development of aviation by Canadian municipalities, especially those of the Prairie provinces. This explains why the Mayor of Edmonton was always requested by regional conferences of Prairie municipalities to forward their findings to the Federal Government, for example, the Regina Municipal Air Board Conference, held on March 29, 1946.

Once assured of assistance, the Edmonton Council quickly submitted statistics, respecting the stage of development of its airport (Table XXIV), to the Hon. J. A. Mackinnon, Member of Parliament for Edmonton. From these data, but excluding the cost of the hangar, the contribution of the Federal Government was estimated at \$40,000.³⁵ This second contribution (actual and promised) of the Federal Government, albeit obtained by persistent pressure by the City, was to contribute

³⁴ Copy of Dominion Government Order-in-Council, No. 3166, "A Minute of a Meeting of the Committee of the Privy Council," December 14, 1936, certified by J. Lemaire, Clerk of the Privy Council.

³⁵ Letter from Hon. Mackinnon to M. R. Gibb, City Commissioner, February 26, 1937.

TABLE XXIV--CITY OF EDMONTON'S INVESTMENTS IN ITS
MUNICIPAL AIRPORT, 1924 TO JANUARY 1937

	ACRES	COST	TAX ARREARS VALUE
Developed area	180	\$52,000	\$74,754
Reserved area	140	-	44,412
Development of field	-	19,152	-
Construction of hangar	-	26,216	-
TOTAL	320	\$97,368	\$119,166

Source: Letter from R. J. Gibb, City Commissioner to Hon. J. A. Mackinnon, M. P., January 11, 1937.

to another stage of the development of the airport. More hangar accommodation was required because air transportation was growing rapidly. Between 1935 and 1937 ten more aircraft were servicing Edmonton, altogether a total of forty five. And there was promise of an air route between the United States and Alaska via Edmonton.³⁶ On all sides, there were good reasons for the City to devise a comprehensive programme for the further development of the airport. Consequently the Federal Government, in accordance with its decision of December 14, 1936, invited the City to enter into a contract to allow Federal participation in the extension and improvement of the airport.³⁷ The rise of Nazi Germany and the threat of a second world war seemed

³⁶ Commissioners' Report to Council, No. 27, May 25, 1937.

³⁷ Loc. cit.

to have impressed on the Federal Government the urgent need to develop flying as a defence measure, if and when needed. The Government submitted to the City a draft agreement for study, and the City Engineer, to help the Council to decide the terms of the agreement, supplied a detailed plan of the development that was contemplated.³⁸

The main points of the plan may be summarized briefly:

(a) The airfield, then 145 acres in area, should be extended by a further 174 acres which were already reserved (see Table XXV).

TABLE XXV--AIRPORT EXTENSIONS RESULTING FROM THE 1937 AGREEMENT WITH FEDERAL GOVERNMENT

EXTENSIONS	ACRES	COST TO CITY
Blachford Field:		
Summerville	39.4	\$16,000
New Hagman	105.7	35,236
TOTAL	145.1	\$51,336
Reserved:		
New Hagman	40.8	23,419
Dorval	25.4	8,953
Dorval (between 109 & 107 Streets)	12.1	3,000
Evanston	79.8	35,458
Evanston (between 109 & 107 Streets)	15.5	5,692
TOTAL RESERVED	173.6	\$76,522
Additional Land:		
Hudson Bay Reserve	178.4	\$158,677 ^a
C. N. R. land	80.0	-
TOTAL	258.4	\$158,677
TOTAL AIRPORT 1937	577.1	\$286,535

^aAvailable in exchange for City land

Source: The City of Edmonton, Report of the City Engineer, June 29, 1937, and Land Department Files

³⁸Loc. cit.

Much of this land had been purchased, except for eighty acres in the Calder District which C. N. R. officials intimated could be exchanged for City land elsewhere.

(b) The increased area also contemplated the closing of 118th Avenue between 109th and 121st Streets, as well as "a clear flightway approaching the field at an angle of one in fifty inches", a requirement necessitating the zoning of heights of buildings along the flightways.

(c) The total cost of the land and development would be \$485,560 (including the cost of the improvements already made), of which \$121,390 would be contributed by the Federal Government.

The airfield was inspected by Federal officials who agreed that if it was developed along the lines suggested by the City, it should be an ideal one. Thus the Commissioners recommended the plan to the Council which adopted it, and instructed the Commissioners to do all that was necessary or required to conform with the terms of the agreement.³⁹ As the execution of this agreement required the approval of the ratepayers, By-law No. 864 (to permit the City to accept the terms of the agreement), was submitted to them and passed. At the same time the Council passed By-law No. 862⁴⁰ to amend the Zoning By-law and

³⁹ Minutes of Council Meeting, May 25, 1937.

⁴⁰ By-law Nos. 862 and 864 were passed on October 12, 1937.

to prohibit the construction of buildings or other structures "in height one foot for each twenty feet in horizontal distance from the boundary of the airport and not exceeding in height one foot for each fifty feet in horizontal distance from the ends of the runways." The City's signature to the agreement on October 12, 1937 (this date was later changed to November 17, 1937),⁴¹ to extend and develop the Airport on the terms of the Federal Government marked another significant step in its development.

The agreement clearly stated that the site should be set aside and maintained by the City for the purpose of establishing a permanent airport and that the City should not sell or use it for any other purpose without first obtaining the consent, in writing, of the Minister of Transport.

Later it was found that the larger and faster aircraft put into use for mail and passenger service required longer runways. Consequently the proposed extension of the airfield from 145 acres to 174 acres had to be revised, and the area increased to 577 acres⁴² (see Table XXV and Fig. 27). Also protests from the taxpayers against

⁴¹ Minutes of Council Meeting, December 13, 1937.

⁴² Report of City Engineer to City Commissioners, June 29, 1937.

the closing of 118th Avenue made it clear that failure to close it would imply that first, the airfield could not meet the requirements of the Federal Government, and therefore the City could not sign the contract with the Government, and second that a new site would have to be found.⁴³

Only two other sites seemed suitable. The first was the Westmount Park area, bounded on the northeast by the C. N. R. line (abandoned), on the south by the C. N. R. Stony Plain Branch (partially abandoned), and on the west by 149th Street. This could meet the Dominion Government's requirements of length, direction and grade of runways, availability of utilities, paved approaches and nearness to the centre of the city.⁴⁴

The second was the Cooking Lake area. Though spacious, it was too far from the city-centre and on that score failed to meet Government's requirements. In any case the removal of the airport to another site would have necessitated financial loss for the City, especially in the investment in hangars. Moreover, the new aircraft were fitted with wheels instead of pontoons.⁴⁵ Thus on the recommendation of the By-laws Committee that the development should proceed at the original site south of the C. N. R. shops, the Council passed By-law No. 858

⁴³Ibid., July 22, 1937.

⁴⁴Loc. cit.

⁴⁵Commissioners' Report to Council, No. 32, July 26, 1937.

to close 118th Avenue west of 109th Street and east of Portage Avenue

(Fig. 27). It also authorized the Commissioners to proceed with land negotiations, the construction work and other improvements, and to enter into agreement with the Federal Government to develop the airport on the lines laid down by the Government.⁴⁷

The improvement of the Airport between 1937 and August 1940 . was remarkable rapid and remarkably impressive, a direct outcome of a vigorous City Council, a cooperative Federal Government, and a vigorous, hard-working group of local citizens. Table XXVI reveals

TABLE XXVI -- AIRPORT EXTENSION AND DEVELOPMENT 1937-1940

YEAR	FEDERAL GRANT	AMOUNT ACTUALLY CONTRIBUTED	MUNICIPAL BY-LAW RE AGREEMENT		DATE OF AGREEMENT
			NO.	DATE PASSED	
1937-38	\$88,900	\$29,257	864	17.11.37	17.11.37
1938-39	79,000	74,768	908	21.11.38	16. 3.39
1939-40	64,500	64,000	946	25. 9.39	6.11.39
TOTAL	\$232,400	\$168,025			

Source: Agreements between the City of Edmonton and the Federal Government, 1937 to 1940.

⁴⁶ By-law No. 858 was passed on July 26, 1937. What was originally Portage Avenue is at present Kingsway Avenue, and what was originally Kingsway Avenue became Portage Avenue. The change was made in 1939 to honour the visit of King George VI who was escorted up the original Portage Avenue and which was renamed Kingsway Avenue to commemorate the historic occasion. At its meeting on October 19, 1951, the Edmonton City Council passed a motion that the second Portage Avenue should be renamed Princess Elizabeth Avenue after the present Queen Elizabeth II who had accompanied her father on his visit, when she was a princess.

⁴⁷ Commissioners' Report No. 32, op. cit.

that the amount pledged by the Government was more than a quarter of a million dollars, though only \$168,000 of this amount was spent up to August 1940. The planned improvements included the grading, levelling and paving of runways, the installation of lights, the construction of taxi strips and aprons, the extension of drainage and power and the construction of a third hangar. Thus at the outbreak of World War II the airport was sufficiently developed to be used in connection with the Commonwealth Air Training Plan, while retaining its Trans Canada and other commercial operations. This twofold function, military and commercial, was to persist long after the close of the war.

But while Edmonton was to make an invaluable contribution to the nation and the Commonwealth in the training of airmen, it stood also to gain from its new roles as an R. C. A. F. training centre and as a centre of aircraft industry. The Council knew this, and so did the business sector of the city. Both, therefore, were to use their influence to establish Edmonton as a training centre. The initiative was quickly taken by the Mayor, J. W. Fry, who offered the Hon. James Mackinnon, Minister without Portfolio, all the facilities that were available at the Edmonton Airport. The Mayor pointed out the special facilities at the airport, and noted that manufacturing and assembling plants for aircraft could be easily accommodated. The Minister responded by enquiring if a new airfield in the Edmonton area might answer the needs of the Air Force,⁴⁸ but this

⁴⁸Reply of Hon. James Mackinnon to the President of the Edmonton Chamber of Commerce, October 14, 1939.

simply stirred the Mayor to a vigorous reiteration of the advantages of the existing airport.

A further complication which soon became apparent was that Edmonton was made to compete with Calgary as a site for the Commonwealth Air Training Scheme. The Council was fired into feverish activity by a memorandum from the Chief of the Air Staff which set out the relative advantages of Calgary and Edmonton. W.R. May, Chairman of the Aviation Committee of the Chamber of Commerce, and himself a skilled pilot, highly esteemed in Ottawa for his success in launching commercial flying in Western Canada, was appointed to present Edmonton's case to Mr. Mackinnon.⁴⁹ The advantages which were to be stressed were Edmonton's more constant climate which was said to be good for all-year training purposes, partly because Edmonton has fewer high velocity winds than Calgary; available land that could be developed at low cost; a class A weather station; flat land for relief landing grounds; and flat surrounding country suitable for blind and instrumental flying instruction and cross country flights. These facilities, it was claimed, were not matched at Calgary where the foothills of the Rockies create dangerous hazards, as attested by several bad crashes and fatalities. Besides, suitable bombing and aerial firing ranges were available close to Edmonton; and the three-mile distance between Edmonton's airport and the city centre was a greater asset

⁴⁹Report of City Engineer to the Edmonton City Council, October 26, 1939.

than the six-mile distance between Calgary's airport and the city centre. The response from Ottawa was to ask whether the City would be prepared to cooperate with the Department of Transport and the Department of National Defence, should the latter desire to use the airport as a training school. Council agreed to cooperate with the Dominion Government "to the fullest extent possible" in the prosecution of the war provided however that the Trans-Canada Northern Airlines and other commercial operations of the airport were continued.⁵⁰

Development 1940-1945

By the 1940 agreement, the Federal Government assumed complete responsibility for the management and maintenance of all the airport's services and facilities. Also the Government undertook responsibility for the cost of all improvements and extensions. The buildings, structures and appurtenances would remain the property of the Government but could, when the airport was no longer required, be acquired by the City under terms satisfactory to the Minister of Transport. The hangars erected by the City would be retained by the City.

The signing of the agreement was one thing but the implementation of it was another, and the City's great expectations seemed a trifle illusory. The Mayor's letter to the Minister of Trade and Commerce dated August 31, 1940, reveals the fears of the people of Edmonton and

⁵⁰ Letter from the Deputy Minister of Transport, Ottawa, to the Mayor of Edmonton, January 25, 1940.

their desire to push speedy industrial development:

I am very much disturbed that nothing concrete has yet developed for this City. I am being pressed on all sides as to why nothing is being done while the Newspaper reports regarding Calgary show tremendous activity there, many times that of Edmonton.

As you may know we have been expecting for several months to hear about the assembly plants and now it is rumoured that we are not likely to get either of them...

It is the positive viewpoint of many in this City that we are being slighted for Calgary, Lethbridge, Macleod and Medicine Hat, who are all getting much larger programs than we are, in spite of the fact that our Airport more nearly meets the specifications than any other, and the chief point presented to me on each occasion is that this is happening despite the fact that you are the representative of this City and hold Cabinet rank...

Although not quite the ultimatum of the citizens of Hamelin to their Mayor and Corporation, this seeming ultimatum of the citizens of Edmonton to their representative, the Minister at Ottawa, was indirectly a demand "to do something", even though the Mayor stated that he knew the Minister was doing all that was humanly possible to help Edmonton. And to emphasize the feeling of the citizens, Mr. John Blue, Manager-Secretary of the Edmonton Chamber of Commerce, sent the Minister the following telegram:

Edmonton's business men disturbed and bitter over meagre plans for our Airport in view of the vast sums spent Calgary, Macleod...

On the occasion of a visit of the Minister of Air to Edmonton, a select committee of representatives of the City of Edmonton, the Chamber of Commerce, the Industries Committee, the Edmonton

Industrial Association, the Edmonton Trades and Labour Council, and the Edmonton Aero Club made a plea for greater use of Edmonton and the Edmonton district in connection with Canada's air activity in the war.⁵¹ In his brief to the Minister, the Mayor again set out the special advantages of Edmonton's airport and again urged the Government to make war expenditures in Edmonton, for the city's established importance and prospect as an air centre would ensure the greatest possible amount of saving from war expenditures. In addition, in a letter to the Minister, John Blue listed fourteen advantages of the airport.

The Mayor, more determined than ever to get action from Ottawa, sought the help of the Hon. E. C. Manning, then Provincial Secretary, to go to Ottawa and there plead Edmonton's case.⁵² The efforts of the Mayor, the Edmonton Chamber of Commerce and the people of the city were not altogether in vain, for the Flying Training School was established, along with maintenance and repair industries. Up to November 28, 1940, the City had spent nearly \$100,000 on the Federal Government's account for improvement at the airport. It would have been unfortunate if development on so large a scale had not continued. Already, because of the improvements, there was a great increase in

⁵¹ Letter from the Mayor of Edmonton to Hon. C. G. Power, Ottawa, October 1, 1940, introducing the delegation to the Minister.

⁵² Letter from the Mayor of Edmonton to the Hon. E. C. Manning, October 11, 1940.

passenger traffic and airmail,⁵³ and this in turn made it necessary for the City to extend the limits of the airport.

To facilitate the extension of the northeast and northwest runways and to provide space for the aircraft assembly and repair plant of the Department of Munitions and Supply, certain lands were acquired in 1941 and 1942, as shown in Appendix XXI. An appreciable percentage of these lands, assembled in Table XXVII, was contributed by the Federal Government.

TABLE XXVII--LANDS ACQUIRED BY THE FEDERAL GOVERNMENT AND ITS CONTRIBUTION TO THE EDMONTON MUNICIPAL AIRPORT, 1942

SUBDIVISION	BLOCK	LOTS	PLAN
Evanston	9	6, 9, 32, 80, 81, 82 85, 87, 88, 92, 93	1064 - AE
Evanston	8	6, 9, 32, 85, 98, 101	1064 - AE
Evanston	7	77, 78, 81	1064 - AE
Hudson Bay Reserve	8	314	7540 - AH
Hudson Bay Reserve	6	359, 360, 382	7540 - AH

Source: The City of Edmonton, Land Department (Superintendent's Memo to Commissioner Hodgson, May 21, 1947).

The City records do not show the cost of these lands.

Apart from carrying out these extensions, the City zoned the land west of the airport between 119th and 121st Avenue on 121st Street from a "One Family District" to a "Light Industrial District". This was to enable Canadian Pacific Air Lines to build warehouses adjacent to 121st Street.⁵⁴

⁵³ Commissioners' Report to Council, No. 25, October 14, 1941.

⁵⁴ Minutes of Council Meeting, December 13, 1942.

Other municipal improvements between 1940 and 1945 included the extension of No. 2 hangar at a cost of \$65,000, and the construction of an administration building at the lowest tender of \$66,000.⁵⁵

The improvements made to the airport by the Federal Government during the period of its control and use were many, including a reconstruction of two runways and the construction of a north-south runway (with turning circle), taxiways and parking aprons.⁵⁶ These, together with the construction of buildings, lighting facilities, airport servicing facilities and the purchase of four or five acres to accommodate the plant of North West Industries Ltd., were reported to cost the Federal Government \$4 million.⁵⁷ Thus the airport performed a very useful service during World War II. Well developed and conforming to international air regulations, it aided not only the Commonwealth Training Scheme but provided an air base for the United States Army in its prosecution of the Japanese War. Two features of this may be mentioned, both connected with the defence of the North-West. First the airport served as an air bridge to Alaska and the U. S. S. R. in

⁵⁵ Ibid., June 21, 1943, and February 14, 1944.

⁵⁶ Information obtained from Department of Transport Construction plans, showing development of the Edmonton Airport.

⁵⁷ Mentioned in the agreement between the City of Edmonton and the Federal Government, signed December 29, 1947.

the United States defence of the North-West.⁵⁸ The construction of airports along the route to Fort St. John, Fort Nelson and Watson Lake was initially undertaken by the Canadian Department of Transport but was later handed over to the United States Government. Associated with this was the construction of the Canol Project, by which oil was supplied to Norman Wells to be piped to Whitehorse for the defence of Alaska. The Edmonton airport became the supply base for this project.⁵⁹ The second feature was the part played by the airport as a supply base for the construction of the Alaska Highway, from Dawson Creek to Fairbanks. As a result, the capital expenditure of the Dominion and United States Governments on the Municipal Airport quickly came to exceed that of the City of Edmonton (Table XXV III).

TABLE XXVIII--CAPITAL EXPENDITURE OF THE DOMINION AND UNITED STATES GOVERNMENTS ON THE EDMONTON MUNICIPAL AIRPORT, 1924-1945

	MUNICIPAL AIRPORT (\$'000)	NAMAO AIRPORT (\$'000)
The City of Edmonton	800	nil
The Dominion of Canada	4,885	200
The U.S. Government	5,249	6,854
TOTAL	10,934	7,054

Source: The City of Edmonton, Report of the Engineering Department, April 3, 1946.

⁵⁸ Letter from Mayor of Edmonton, to the Secretary, Department of National Defence for Air, Ottawa, March 11, 1944.

⁵⁹ Loc. cit.

CONCLUSION

The processes that accounted for the development of the airport up to 1945 were many. The initial ones were the local enthusiasm in aviation, the early and quick recognition of the airport as the first commercial airport in Canada, and the availability of vacant City-owned land with a fairly even surface which could be easily cleared. While these gave the initial start, other processes were to push development further. The site of the airport, well chosen, had locational advantages. It was the nearest airport to the North, and it was set within the city limits, only ten minutes from the city-centre. Its function therefore was of importance to the North West, to Edmonton and to the Nation, a fact quickly realized by the Federal Government which contributed greatly to its extension and development and, as a result of agreements with the City, eventually controlled and used the airport during World War II. The airport, therefore, was to serve the Dominion Government and the Commonwealth in the training of airmen, and the United States Government in the Japanese war, and the defence of the North-West and North America. The benefits derived from the military function of the airport included revenue for the City, maximum development of the airport, the advent in Edmonton of certain industries associated with aviation, and the employment of a number of local people, hence increased spending power in the city.

But the matter cannot be left there. The vigorous, persistent, deliberate efforts of the Mayor, the Council, the Aviation Committee of the Edmonton Chamber of Commerce and other local groups to "sell" the facilities of the airport to the Federal Government were more than instrumental in causing its development. This curious phenomenon of Edmonton seeking to "sell" itself has been, as noted repeatedly before, a fundamental process in causing effective change and development in this part of Canada, perhaps because of its considerable distance from the more developed eastern part of the country. It borders almost on the domain of aggressiveness, though sufficiently and admirably lacking in belligerence.

2. INDUSTRIAL DEVELOPMENT

The three decades embraced by this period represent a relatively dormant stage of industrial activity in Edmonton's history. It was precipitated by world economic conditions and international hostilities. In the circumstances the Council reacted as best as it could, but with very moderate success.

The period began with the economic depression which followed the land boom period of 1910 to 1912, and which continued throughout and immediately after World War I. The years 1925 to 1930 saw a very slight improvement, followed immediately by a second more serious economic depression during the half decade after 1930. Again, in 1935, came a very slight improvement whose acceleration

was lessened by World War II but continued to the end of the war.

The Problem of Attracting New Industries

From 1915 to about 1924 the Municipal Council of Edmonton was powerless to effect any substantial contribution to the industrial climate it had helped to create before 1913. This was made evident in Chapter V. With the gradual return to normal conditions, beginning in 1925, the Council was faced with the major problem of attracting new industrial investment. By provincial legislation it was denied the methods it used before World War I--granting bonuses by lump sum, or periodical payments, or otherwise; exempting industrial concerns from taxation for a number of years; subscribing for stock or guaranteeing the payment of debentures issued by any person, syndicate or corporation in respect of industrial, commercial or engineering undertakings; or supplying these with water, electricity or gas free of charge or at a rate below the actual cost. Section 227 of the amended City Charter of 1913 prohibited the offer of such inducements. Indeed, this Charter declared that any member of the Council who attempted to pass any by-law contrary to its provisions, would be liable on conviction to a penalty not exceeding \$100, and would be disqualified from holding office for a period of two years. So would every member voting in favour. However, Section 227 did allow the City to sell land at actual cost plus interest at 6 per cent from the date of the purchase or acquisition, and to lease land at an annual rate equivalent to 6 per

cent of the cost.

But the problem was not as simple as that. All Albertan, and for that matter all Canadian, municipalities in the consolidating years following World War I had entered into a fierce competition to attract new industries. Industrial development was based to a considerable extent on promotion. The belief was widely held in North American urban communities that if they did not promote industrial development they would be left undeveloped or little developed, that they would stagnate or become ghost towns. The belief is still held. Consequently industrial promotion continues to be waged with an almost idolatrous fervour but with no clear indication of success as in former years.

Yet another restriction of the City's influence was the Provincial Industries Assessment Act, passed in 1925, which should be examined since its provisions are pertinent to this analysis. Section 3 of the Act provided for every municipality to pass a by-law to fix the assessment of the property of any person carrying on or proposing to carry on industrial activity within the municipality. But the Section carried certain restrictions: the assessment could not be for longer than twenty years; it could not be renewed; and it was not to affect any tax upon land, apart from the value of the improvements thereon, or any special taxes, business tax or any other tax than a tax on improvements. Section 5 stated that the by-law should not be passed except by a vote of three-fourths of all members of the Council and should not be

operative until it had received the assent of two-thirds of the electors who voted on it; further, that no by-law should be passed to grant a fixed assessment in respect of a business which had been established elsewhere in Alberta and removed to another municipality. Section 6 specifically provided that land owned by a municipality might be transferred or leased to any industrial establishment, and that water, light, and power and other municipal services might be supplied to any industrial establishment or manufacturing plant. This, however, was to be at a price, rental or rate determined by the Board of Public Utility Commissioners as the fair market value or the fair rental value of the land, or the fair wholesale rate for the supply.

The Act was amended in 1927 to incorporate Section 4a which stipulated that the Council of any municipality might pass a by-law or by-laws to fix the assessment of improvements to be established during 1927, 1928 and 1929 by persons carrying on or proposing to carry on any industrial enterprise within the municipality. The actual value of such improvements was not to be less than \$25,000, and the fixed assessment not more than 25 per cent of their actual value.

Clearly, these restrictions of the Provincial Legislature were designed to bring parity to all municipalities in the province and thus reduce excessive competition. Therefore it was left to the ability of the Edmonton City Council to devise ways and means to give encouragement to existing industries and to lure others to the city. In this the

Council was assisted by the Industries Committee (one of its standing committees) and the Board of Trade (now the Edmonton Chamber of Commerce). Both suggested that the Council should appoint a Committee of the Council and an Industrial Commissioner for the purpose of encouraging new industries to the city.⁶⁰ The Council reacted by appointing a joint committee of the Board and the City Council, called the Industrial Committee, to act in an advisory capacity.⁶¹

Factors That Encouraged Industrial Development

Despite restrictive legislation two cardinal factors were to give support to the City's attempt to attract entrepreneurs: adequate railway facilities and ample industrial and residential sites on tax-forfeited land. It was shown earlier that the City contributed substantially to the construction in Edmonton of the Canadian Northern Railway, the Grand Trunk Pacific Railway (both amalgamated as the Canadian National Railway), and the Canadian Pacific Railway, by granting them their rights-of-way through the city, and their monopolies on the construction and operation of spur lines in certain portions of the city. The railways contributed not only to the function but to the form and growth of the city. They gave stimulus to industrial development and to internal functional differentiation, for they attracted

⁶⁰ Report of the Industrial Commissioner to the City Council and Board of Trade, September 19, 1928.

⁶¹ Minutes of Council Meeting, July 12, 1927.

certain industries that required railway frontage and spur facilities. At the same time they almost completely repelled residential development close to their tracks. In this respect Edmonton mirrors the characteristics of other places that have depended, especially in their early days, on the railways for succour. It is commonly held that European colonization in new countries has been the product of the railway age,⁶² and it is true in Western Canada that agricultural settlement followed in the wake of the railways. But the matter cannot be left there. In Edmonton the railways brought more than an agricultural settlement, as attested by the land-use map of 1914 (see Fig. 6). Incipient industries were beginning to follow the railway lines. Certainly the warehouse district in the centre of the city lay along the railway, as did the warehouse area in Strathcona, the former terminus of the C. P. R.

The second cardinal factor, the availability of City-owned industrial sites, must next be examined. The sites had railway frontage or could be reached by spur tracks and are shown in Table XXIX. As an incentive, yet keeping within the bounds of provincial legislation, the City offered these sites at prices subject to 10 per cent discount, if paid in cash, or on terms with interest at 6 per cent.⁶³

⁶²See for example A. E. Smailes, The Geography of Towns, Hutchinson University Library, London, 1961, p. 59.

⁶³Memo from Superintendent of Land Department, to D. Mitchell, City Commissioner, October 20, 1927.

TABLE XXIX--CITY OWNED INDUSTRIAL LAND ADJACENT
TO RAILWAYS, 1929

SITES	AREA (in acres)	LOCATION
Radial Park: Blocks Y & Z	121.0	142nd & 149th Streets, and 133rd & 137th Avenues
Brown Estate: Block B	155.0	126 1/2 Land and 132nd Avenue
N. E. 1/4 14-53-25-4	130.0	142 & 149th Streets, and 123rd & 126th Avenues
McArthur Terminals: Block A	149.6	135th & 142nd Streets, and 132nd & 137th Avenues
Namayo Park: Block Y	83.8	90th & 97th Streets and 132nd & 135th Avenues
Grierson Acreage:	70.0	74th & 82nd Streets, and 123rd Avenue & south of G. T. P. Railway
N. W. 1/4 16-52-24-4: Parcel B, R. L. 16 & 18	60.7	90th & 97th Streets, and 122nd & 124th Avenues
Grove Park: Block X, Lot 2		
Block 5, Block C, and all blocks adjoining C. N. R.	7.0	75th & 77th Streets, and 61st Avenue and the C. N. R.
N. W. 1/4 16-52-24-4:	134.0	City Limits South Side
Allendale: Block X	19.9	63rd to 68th Avenues, between C. P. R. and C. N. R.
Light Industrial area: (H. B. Reserve)	28.0 ^a	104th & 112th Streets, and 103rd & 104th Avenues
Heavy Industrial area: (R. L. 16 & 18, Cromdale)	420.0 ^a	81st & 95th Streets, and 106A & 114th Avenues
R. L. 13, Blocks 14A, 14B, 25A, 25B	9.0 ^a	76th & 78th Avenues, and 103rd & 104th Streets
TOTAL	1,388.0	

^a Approximate area calculated from street plans.

Source: Memo from Superintendent of Land Dept. to City
Commissioner D. Mitchell, October 20, 1927.

For instance, 191 lots in the Kennedale Subdivision between 127th and 129th Avenues were sold to the Edmonton Stockyards Ltd. for \$5,400, that is \$28 per lot, though their assessed value was \$12,500, or \$66 per lot.⁶⁴ In addition, a joint policy of the City and the railway companies was to extend spur lines as they were needed and thereby insure a gradual and systematic industrial development rather than a scattered, disorganized one.⁶⁵ Both policies had the effect of controlling more rigorously the land-use pattern of the city. Moreover, these two factors of railway facilities and available, reasonably-priced City-owned lands were channelled by the Council to work on Edmonton's behalf. Note, for example, the City's designation of the area north of 105th Avenue, west of 102nd Street, south of 106th Avenue and east of 121st Street as an Industrial Wholesale District.⁶⁶ This was made possible only because a large portion of the area was owned by the City and the Hudson's Bay Company, both of which agreed to arrange for all the key lots in the blocks to be reserved from sale for the purpose, while the Canadian National Railway Company agreed to provide spur facilities as circumstances required. Private owners of residences within this area also agreed to cooperate with the City and the Hudson's

⁶⁴ Report of the Joint Industries Committee of the Edmonton City Council and Edmonton Chamber of Commerce and Edmonton Industrial Association, January 11, 1930.

⁶⁵ Letter from A. U. G. Bury, Mayor of Edmonton, to Mr. H. S. Makay, U. S. A., August 31, 1928.

⁶⁶ Minutes of Council Meeting, March 22, 1926.

Bay Company.⁶⁷

The drawback to the City's policy of offering railway sites to incoming industries was that while the industrial sites south of the river were served by dual railway facilities and by utilities, the industrial sites north of the river (north of 123rd Avenue and south of the C.N.R. main line) were not.⁶⁸ To correct this, the City requested both railway companies to provide dual railway facilities to the sites it reserved as industrial areas, both north and south of the river.⁶⁹ The companies responded by establishing interswitching lines at 104th Avenue and 110th Street, to serve the northern area, and at 68th Avenue and 99th Street, to serve the southern area⁷⁰ (Fig. 29).

Other Civic Methods of Industrial Promotion

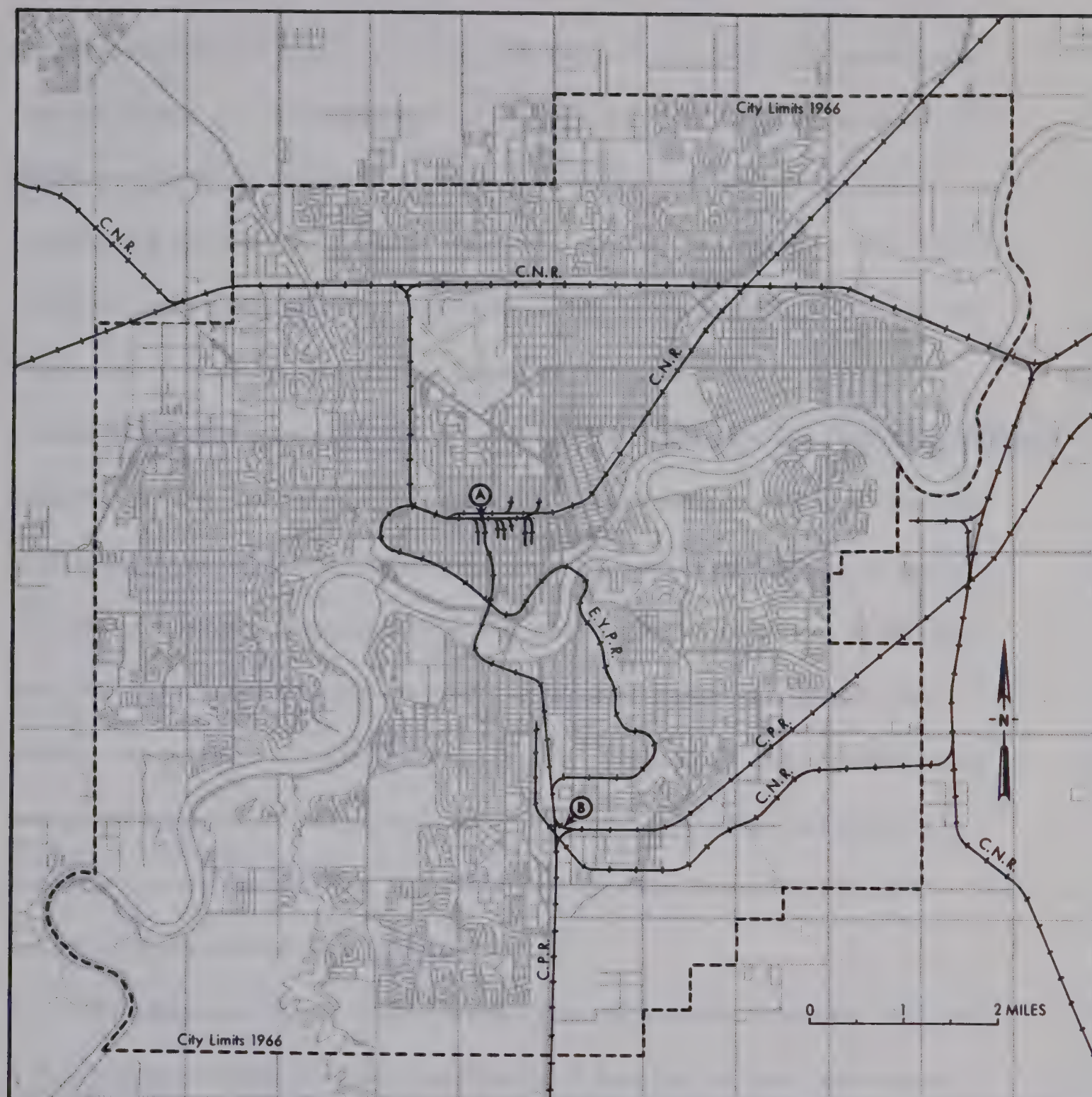
Other measures adopted by the Council as an incentive to industrial development were equally enterprising. The first was the offer of low rates for electrical power. Of the six largest Western Canadian cities (Calgary, Edmonton, Regina, Saskatoon, Winnipeg, Vancouver and Victoria) Edmonton had the second lowest rate, after

⁶⁷ Minutes of Council Meeting, August 21, 1928.

⁶⁸ Loc. cit.

⁶⁹ Commissioners' Report to Council, No. 21, April 8, 1929.

⁷⁰ Letter from J. W. Fry, Mayor of Edmonton, to Hon. C. G. Power, Minister of Air, Ottawa, October 1, 1940.



EDMONTON
RAILWAYS
(1915-1945)

- Ⓐ North Interchange C.N.R. and C.P.R.
- Ⓑ South Interchange C.N.R. and C.P.R.

Source: The City of Edmonton:
Engineering Dept.

Figure 29

Calgary, followed by the others in the order listed.⁷¹ The second method included an open letter which the Council sent "to capitalists, industrialists and manufacturers". This set out the possibilities of Edmonton and its district as a new and rich field for enterprise.⁷² Among the possibilities listed were the mining prospects of northern Alberta, including the enormous tar-sand deposits and the large salt deposits; the new agricultural lands of the Peace River country for which Edmonton was claimed to be both the "gateway" and the distributing centre; the coalfields of Edmonton; the City-owned utilities; the two transcontinental railway systems; and the social amenities of the city. The third method, authorized by the rate payers' approval of By-law No. 18, fixed assessment on newly-erected, industrial buildings during the years 1927 to 1933 inclusive.⁷³ Finally, the Council itself made a vigorous, if not fierce, effort to bring aircraft industries to the city during World War II. This has already been discussed at length in part one of this chapter.

Partly as a result of all these civic measures between 1925 and 1930, Edmonton became the location of a number of new industries, listed in Table XXX. By the provisions of the Provincial Industries

⁷¹The City of Edmonton Electric Light and Power Dept. Report, January 22, 1941.

⁷²This letter was sent by Mayor Bury on November 20, 1928.

⁷³By-law No. 18 was passed on May 14, 1928.

TABLE XXX --NEW INDUSTRIES IN EDMONTON, 1926 TO 1929

INDUSTRIES	VALUE OF PLANT (\$000)
Alberta Concrete Products Ltd.	35
Alberta Co-operative Dairy Pool Ltd.	100
Alberta Government Work Shop	25
Alberta Granite, Marble and Stone Co.	15
Barry Sheet Metal Works	5
Canadian Bakeries Ltd.	100
Canadian Carbonate Ltd.	50
Canadian National Railway	110
Coutts Machinery Co. Ltd.	10
Dominion Envelope and Cartons (Western) Ltd.	50
E. C. D. The Co. Ltd.	12
Edmonton Paint and Glass Co.	30
Empire Marble and Tile Co.	20
Fane Auto Works Ltd.	30
Gainers Limited	10
Kerrison and Adams	15
Institute of Applied Arts	25
Liberty Machine Works	5
Longs Ltd. (Engraving and Motion Pictures)	25
McGavine Limited	250
Munro Manufacturing Co. (Engines)	15
North West Brick and Supply Co.	80
Ogilvie Flour Mills	5
Pavey Candy Co.	35
Pioneer Manufacturing Co.	7
Prairie Rose Manufacturing Co.	10
Price Oil Development and Refining Co. Ltd.	30
Riverside Body and Paint Works	12
Standard Iron Works (structural steel)	40
Swift Canadian Co.	100
Three Roses Bakery	10
Waterous Ltd. (machinery)	50
Western Canada Box Co.	10
Western Steel Products	50
Woodland Dairy Co. Ltd.	25
Printing establishments:	
Alberta Printing Co., Coles (Junior) Press,	na
Crossland Printing Co., La Suouivance Printing Ltd.	
TOTAL	1,401

^{na} Not available

Source: The City of Edmonton, Report of the Joint Industries Committee, January 1, 1930.

Assessment Act of 1925 and By-law No. 18 (1928) of the City of Edmonton, twenty of these industries were qualified to receive fixed assessment benefits because the actual value of their plants was \$25,000 or greater. The Council Minutes and other records of the City make the general statement that Edmonton placed a fixed assessment on all new industries during this period, without listing them, and, it would seem that a formal agreement was not necessary. The City's Contract Ledger, which lists all agreements between the City and individual persons or groups or companies, does not show any fixed assessment agreement between the City and any of these industries for the period 1925 to 1933. On the other hand, entries are made in the Ledger of the City's agreements with industries which received other assistance, as shown in Table XXXI.

The world-wide economic depression of the early 1930s slowed what was unmistakably an incipient recovery, except for war industries which the Council tried to attract to Edmonton to make use of the airport. Beginning in 1935 the industrial climate brightened somewhat. In that year and partly by the endeavours of the City Council, Canada Packers Ltd., then one of the largest meat-packing firms in Canada, established a \$1 million plant in Edmonton:⁷⁴

... We welcome the prospect of the Company locating in Edmonton because we believe it will be a valuable

⁷⁴ Letter from City Commissioner to P. W. Abbott, Barrister, Edmonton, March 26, 1935.

TABLE XXXI--CITY OF EDMONTON'S ASSISTANCE TO NEW INDUSTRIES, 1925 TO 1933

NEW INDUSTRIES	FIXED ASSESSMENT		SALE OR LEASE OF	EXTENSION OF CITY'S UTILITIES	OTHER ASSISTANCE	DATE OF AGREEMENT
	25% OF ACTUAL VALUE	INDUSTRIAL LAND (BELOW ASSESSED VALUE)				
Alberta Refineries Ltd.	Grant of 30% on value not exceeding \$75,000	Lease with option to buy for \$4,500 cash	Water system to site--annual min. rate \$180	Approval of railway track to site	July 31, 1925 Sept. 9, 1925	
Broader Canning Co.	Fixed Assessment given	Lease--\$50 per month of first year; \$75 per month for 2nd of 2-year lease	nil	nil	ns	
Lars R. Olsen (Alberta Refineries Ltd.)	Fixed Assessment given	nil	Electric light & power. Min. rate \$50 per month for 36 months	nil	May 4, 1933 June 14, 1933	
Union Oil Co. of Canada	nil	Sold-\$3,000	Water, sewer, electric light to site at min. rate	nil	May 28, 1933	
Edmonton Terminal Grain Co.	nil	Sale-3 lots for \$405	Extension to site at min. rate	Approval of railway track to site	June 25, 1925	
Alberta Motor Boat Co. Ltd.	nil	nil	Extension to site at min. rate	nil	June 27, 1932	

nsnot stated

Source: The City of Edmonton's Contract Ledger, 1925 to 1933.

addition to the industrial life of our city and we are anxious to extend to the Company every assistance reasonably possible, having regard to our citizens in general and to other industrial undertakings now established here.

The Council, through the Commissioners, followed up this invitation by promising to extend utility services to the site, grade and gravel certain adjacent streets, furnish the required site at a reasonable price, and make a fixed assessment on the new building for a limited number of years.⁷⁵ Partly as a result of these inducements, partly again because the Edmonton district is a producer of cattle and hogs, the Company entered into an agreement with the City, which gave other assistance than the concessions shown in Table XXXII. This included an undertaking to furnish the Company with a suitable site at a reasonably low price--\$250 per acre--in the Santa Rosa and Dwyer Subdivisions; to fix the assessment of improvements at 25 per cent of actual value; to apply to the Minister of Public Works of the Province of Alberta for consent to alter the Zoning By-law to include the site within the zoned Heavy Industrial District; and to apply to the Board of Railway Commissioners for authority to open 124th Avenue at rail level across the tracks of the C. N. R. and those of the old G. T. P. R. near the Company's site. The City also sold an adjoining area in the Belmont Park subdivision to the Company for a small park

⁷⁵ Information released by the City Commissioners to the Press, March 6, 1936.

TABLE XXXII--CITY OF EDMONTON'S INDUCEMENT TO
CANADA PACKERS LTD., 1935

INDUCEMENTS	TOTAL COST	CITY'S SHARE	CANADA PACKERS' SHARE
Water service at site	\$95	\$95	--
Sewer service at site	140	140	--
Power extension from 66th Street	1,100	1,100	--
Telephone extension from 66th Street	500	500	--
Grading and gravelling from pavement on Fort Trail to 580 feet south	2,814	1,407	\$1,407
Rat Creek drainage	2,496	2,496	--
Paving on Fort Trail to 580 feet south (when fill had settled) 1939-1940	4,840	2,420	\$2,420
TOTAL	\$11,985	\$8,158	\$3,827

Source: Agreement between the City of Edmonton and Canada Packers Ltd., dated May 20, 1935; and Supplementary Agreement, dated October 14, 1935.

to be part of the developed grounds of the plant.

The siting of this plant near the two other packing plants previously established in the area (Swift Canadian and P. Burns Co. Ltd.) helped to extend what was becoming a distinctly industrial area along the railway. This area became the Northeast Edmonton Industrial District.

As would be expected, the advent of World War II slowed industrial expansion in Edmonton. Yet the Council competed with cities of Eastern and Western Canada for war assets in the form of aircraft and other

plants which could, at the end of the war, turn to peace-time production.

Attracting industries was not an easy matter in face of stiff and constant competition. It was, as the Edmonton Chamber of Commerce averred, tedious and complicated. New methods had to be tried constantly. For this reason the Council adopted a recommendation by the Chamber that an Industrial Development Board should be set up, under the supervision of the Chamber but with general responsibility to be shared by the City and the Chamber.⁷⁶ The Edmonton Industrial Development Board was established with three members appointed by the City and one by the Trades and Labour Council. The Board was entrusted with the responsibility of compiling factual data by carrying out surveys on some thirty local topics.⁷⁷ If done properly, this work would require a professional staff of geographers, geologists, industrialists, economists, hydrologists, lawyers, and a host of others. Basically, the functions of the Board were to assist established industries in the city and to encourage the establishment of new industries.

Also, on the recommendation of the Post-War Reconstruction Committee of the Government of Alberta, an Industrial Development Board was established to act in an advisory capacity to the Minister of Trade and Industry, and to give assistance in promoting industrial

⁷⁶ Report of the Chamber of Commerce, February 1945.

⁷⁷ Minutes of Council Meeting, March 26, 1945.

expansion throughout the province.⁷⁸ The members of the Board were to include representatives of the cities of Edmonton, Calgary, Lethbridge and Medicine Hat.⁷⁹

Thus, in conclusion it can be said that industrial growth in Edmonton between the wars followed a very erratic course. Indeed, for lengthy periods, especially between 1915 and 1925, there was no growth at all. Although railway facilities were provided and industrial sites made available at reasonable prices, and despite the various methods of industrial promotion that the city adopted, few industries came to the city. Economic depressions between the wars had had a paralyzing effect on Edmonton's industrial growth. The industries that came, however, together with public and private decisions, extended the pattern of industrial land use that was set before World War I, that is, the new industrial areas were sited along railway main line tracks or close enough so that they could be served by spur lines. This extension of the industrial land use supports the view that once a trend is set in urban development, it is likely to continue, for deviation from it, though highly necessary sometimes, is costly. The industrial structure of Edmonton up to 1945 unquestionably mirrored the past which must be understood if the process of urban growth and change is to be understood.

⁷⁸ Letter from the Deputy Minister of Trade and Industry to Mayor Fry of Edmonton, November 6, 1945.

⁷⁹ Minutes of Council Meeting, December 28, 1945.

CHAPTER IX

MORPHOLOGICAL IMPLICATIONS OF COUNCIL'S POLICIES

It was shown in Chapter VIII that the period under review was marked by two economic depressions and two world wars which had the cumulative effect of slowing down the processes of growth and development which began in Edmonton in the previous period. Chapters V-VIII reveal some of the more significant processes of the city's development between 1915 and 1945. As in the previous period, they were complex and had far-reaching implications, but they were also dissimilar in many respects. Whether similar or dissimilar, though, they made their own contribution to the evolving morphology of the city.

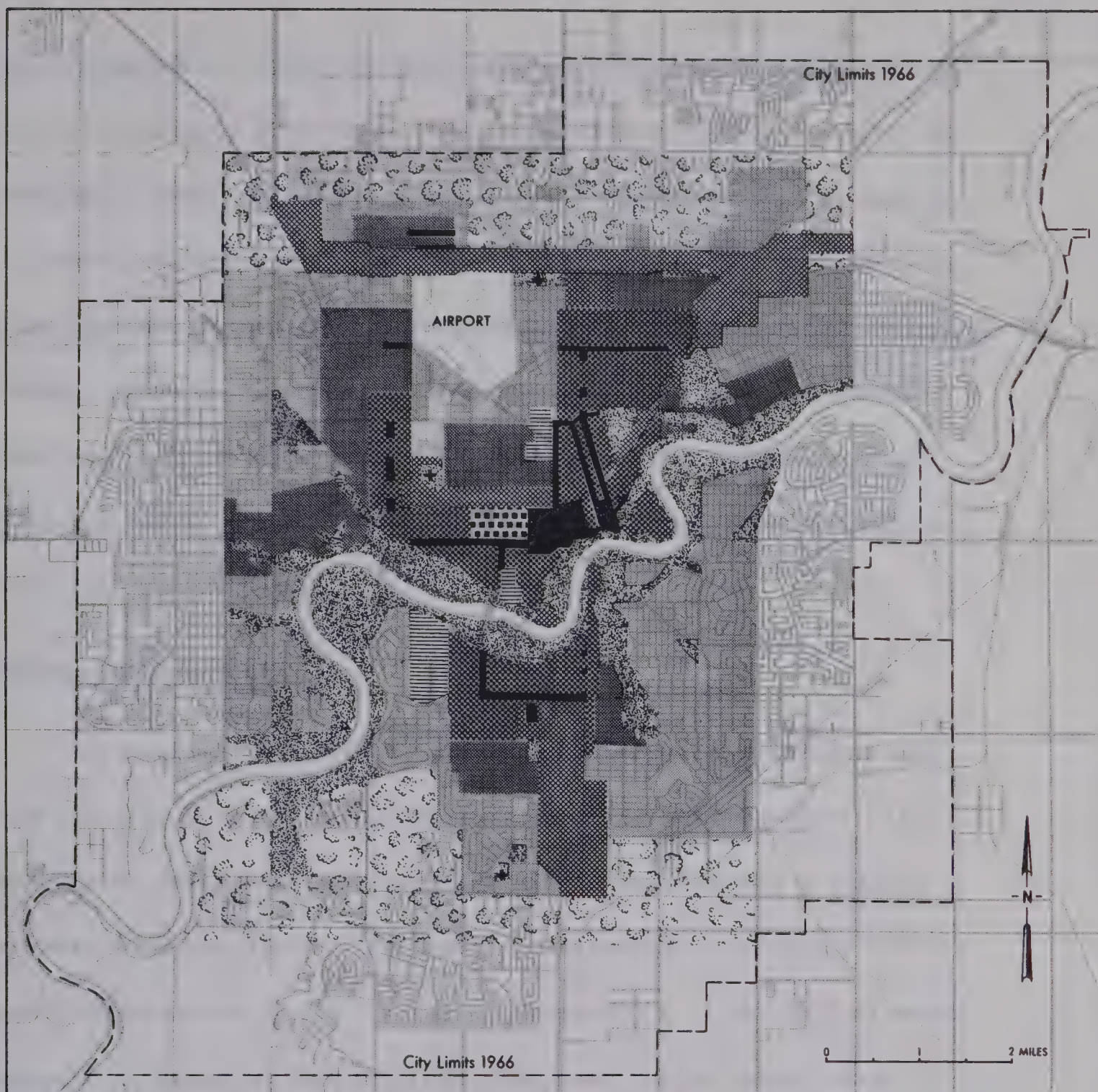
The large amount of tax-forfeited lands that came to the City during the period proved to be a disguised blessing, even though their acquisition made the City more greatly debted. Yet, these acquisitions enabled the City to reserve industrial sites along the railways. They further allowed for the establishment and subsequent extension of a municipal airport, and for the extension of the municipal park system. Moreover, municipal ownership and the municipal policy of selling these lands at reasonable prices to entrepreneurs served as a strong inducement to industrial investment at a time when cities, especially those of Western Canada, were competing aggressively for new industries. Further, municipal ownership afforded stronger

development controls and allowed the City, as the need arose, to extend its water and sewerage systems easily, to build and widen streets and avenues easily (as the relatively wide streets and avenues of Edmonton attest), and to reinforce its zoning regulations without much difficulty. The consequences of all these activities are written large in Edmonton's morphology.

Railway Pattern and its Influence





The pattern of the railway lines in the city was most distinctive. One line of the Canadian National Railway entered the city from the northeast, and after piercing the very heart of the city and running east-west through it, left it to the northwest. A second line of the C. N. R. entered the city from the east, served the northern part of it, and left to the west. A third C. N. R. line served the area south of the river. This area was also served by the Canadian Pacific Railway from the south. Thus, of the four quadrants of the city only the southwest lacked railway facilities. It is this pattern of the railways and spur lines that has influenced to a great extent the industrial pattern of the city which is revealed so strikingly in Figure 30. Nevertheless public and private decisions also contributed to the pattern.




The railway pattern had yet another influence on the morphology of the city. It has been shown already (see p. 148) that the C. N. R. main line and its station, both of which the Council endeavoured to



EDMONTON LAND USE

(1945 Generalized)

-  Central Wholesale Warehouse
-  Central Business District
-  Commercial District
-  Industrial

- Residential**
-  Scattered
-  Partially built-up
-  Fully built-up

-  Public and Private Institutional Buildings
-  Public and Private Open Spaces
-  Green Belt
-  Cemetery

Source: *The City of Edmonton:
Planning Dept.
Henderson's Directory, 1946*

Figure30

to accommodate in the city, had influenced the establishment of the central wholesale district as well as the central retail district. By 1930 the commercial district was well consolidated, as was that in the south, adjacent to the C. P. R. railway and station in Strathcona. The extended functions of these stations, in receiving and distributing freight, were dictated largely by their proximity to the business districts, and by these districts themselves. But it was not until 1933 that public decision (By-law No. 26) officially designated these districts "commercial".

Industrial Land Use

Up to the end of 1930 the industrial morphology of Edmonton was more or less that bequeathed by public decisions before 1914, despite the few new industries which the Council helped to attract between 1925 and 1930. The industrial distribution between 1930 and 1945 remained much the same, except for a slight shift of small pockets of industrial activity from the river valley, which was dictated in part by the Council's decision to keep the valley as a permanent park area, and in part by the vulnerability of the valley to flooding. A comparison of the land-use map of 1914 (Fig. 6, p. 20) with that of 1930 (Fig. 24, p. 211) shows that the three major industrial concentrations were slight extensions of the emerging zones of 1914. As is to be expected, the 1930 pattern was more clearly differentiated than the 1914 pattern because of the greater lapse of

time during which more decisions were made and implemented.

As shown in Figure 24, the areas reserved for industry were designated by By-law No. 30 (1925). This public decision would seem to have been influenced by railway location, for all but one of these areas could be served very readily by rail transport. Only within these areas was a company or corporation allowed to establish noxious industries such as slaughter houses, meat-packing plants, fish canneries, tanneries, and fertilizer, glue, soap and varnish factories. Again, within these areas streets and avenues, according to the By-law, ceased to be residential. In a word, the areas were to be given over essentially to industries. By-law 30 (1925) was in effect an amendment of By-law No. 37 (1917). Therefore from 1917 to 1925 the areas were destined to be brought into the evolving industrial pattern. The next significant decision came with the passing of the first zoning by-law, No. 26 (1933), which made a nice distinction of land uses and confirmed and regulated the industrial pattern that had been emerging since before 1914. The four industrial zones shown in Figure 25 (p.219) represent both civic and private decisions. The City owned lands close to the railways and authorized their use as industrial sites. The railway companies also owned lands by the railway tracks and also used them as industrial sites even before the Zoning By-law was passed. Indeed, both City and railway companies signed formal agreements to keep the sites for industrial use.

By 1945 the pattern of industrial land use had become even more distinctive. The characteristics of this pattern are strikingly revealed by comparing Figures 24 and 29. First, the industrial areas continued to follow the railways in the southern, central and northern parts of the city. Second, industrial activity was successfully removed from the river valley. Third, the industrial areas and areas reserved for industry, except in the north (Fig. 24), were combined to form a more or less continuous pattern in the northern, northeastern, central and southern parts of the city. It is clear, therefore, that the spatial distribution of industrial activity in Edmonton by 1945 was the consequence of the decisions of the City Council before and after 1914. The embryonic pattern of 1914, despite the vicissitudes of World War I, and the economic depression during that war and the early 1930s, was by 1945 woven into a broader, more distinct pattern by the decisions of the Council. The pattern is in very truth the outcome of a number of processes: provincial legislation, Council policies, numerous agreements made by the Council with individuals and groups, numerous concessions given by Council to industrial concerns, and other processes including availability of raw materials, market requirements and a growing population.

Open Space

By 1945 a medley of forces accounted for three types of open space in the city: public parks, cemeteries, and a municipal airport

which was used partly for recreation purposes by the Edmonton Flying Club. The large amount of tax-forfeited lands combined with social and physical factors to influence the formation of a civic policy to reserve tax-arrears lands and ravines for the park system. This decision in effect continued the earlier policy of keeping the central valley as a permanent park and recreational area. By 1930 most of the land bordering the river was reserved as parkland (Fig. 24). This emerging pattern was endorsed by By-law No. 26 (1933), as Figure 25 reveals. By 1945 the pattern had become fixed, even though the parks themselves were not all developed.

The developed open spaces within the valley were the golf courses (public and private), a stadium, and areas given to athletic sports and general park facilities (see Fig. 13, p. 134, and Fig. 20, p. 189). Outside the central valley a large area south of the C. N. R. Calder Yards (Fig. 24, p. 211) was also reserved for a park. Because of its flat surface a portion of it was used for the municipal airport. Another significant area of undeveloped parkland was the Westmount Park, the triangular area to the west, purchased by the City before World War I. Although this distribution of parklands had been effected by public decisions before 1933, it was not until that year that the areas were zoned as parkland by the first Zoning By-law No. 26.

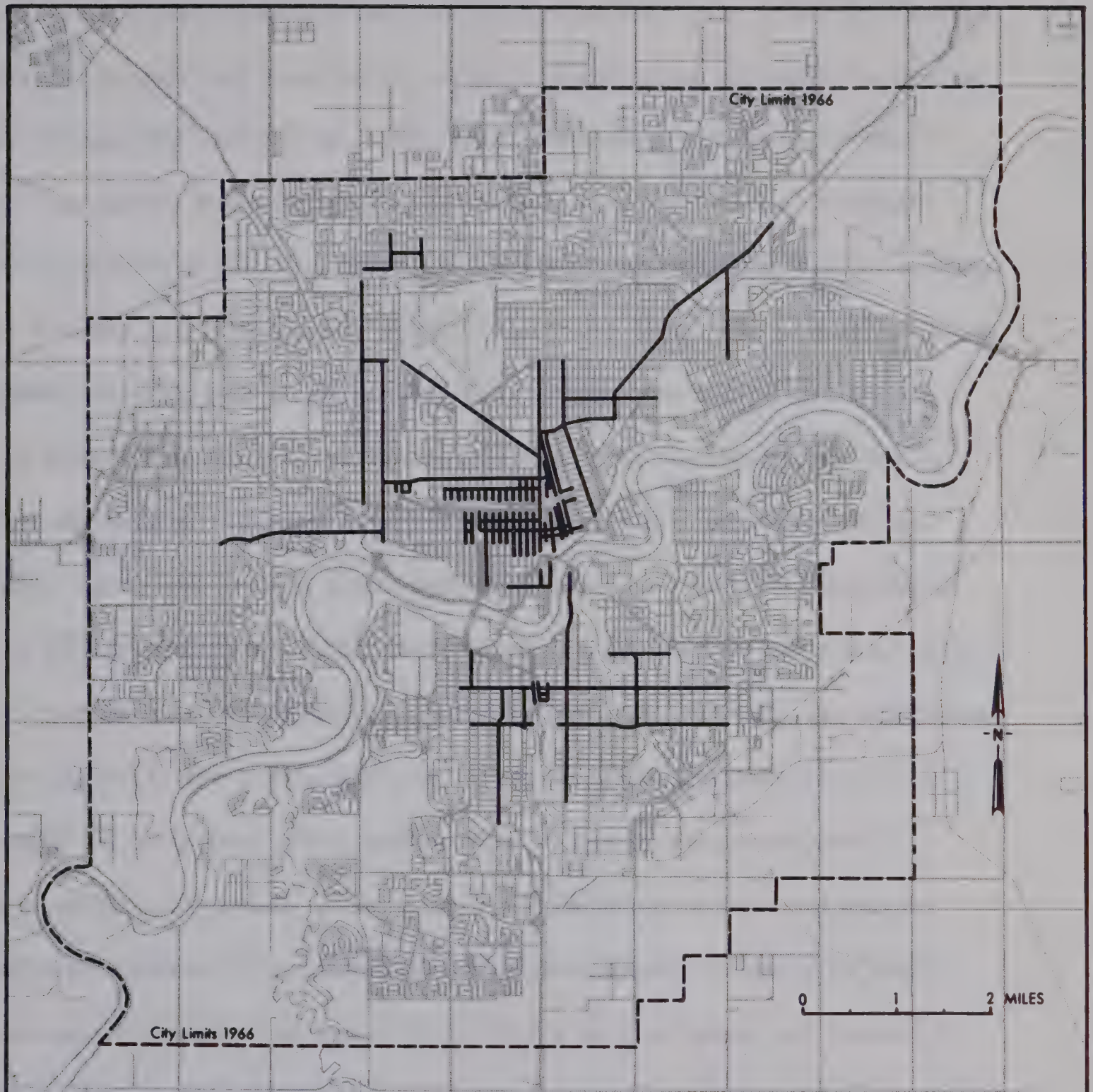
The third type of open space, cemeteries, figured distinctively during the period from 1915 and 1945. Chapter VI shows that the

Beechmount cemetery and the privately-owned Edmonton Roman Catholic Cemetery and the Edmonton Cemetery, situated north of the river and established before 1914, were greatly extended to serve that part of the city. South of the river and outside the limits of the city was the Mount Pleasant Cemetery which was privately owned until the beginning of 1943 when it was bought by the City (see Figs. 20 and 30).

Residential Land Use

The same ambivalence of forces, political and non-political, that had been responsible for the evolution of the industrial and commercial land uses was at work in the development and extension of the 1914 pattern of residential land use. In 1923 the Council passed By-law No. 35, Schedule A of which specified which streets and avenues were to be nonresidential (Fig. 31, p.288). While this By-law directly set the limits of the industrial and commercial areas, it also indirectly set the limits of the residential areas. The By-law specifically prohibited the erection or use of a shop, store, laundry, public stable, public cow-shed, public garage, factory and warehouse for any business, trade or industrial purpose on any lot or parcel of land adjacent to any residential street.

The extension of the residential areas also stemmed partly from municipal ownership of the water and sewerage systems, and Council's decision before World War I to extend them from the centre



EDMONTON

NON-RESIDENTIAL STREETS AND AVENUES

(1923)

Source: City of Edmonton
Schedule "A" of By-law No. 35, 1923.

Figure 31

of the city outward. A comparison of Figures 14 and 24 reveals that the areas serviced with water and sewer by 1921 had, by 1930, become the partly built-up residential areas. The process was accelerated by the Zoning By-law No. 26, 1933 (Fig. 25). By 1945 the fully built-up and partly built-up residential areas were still confined largely to the centre of the city, north of the river, and between the University of Alberta and Mill Creek, south of the river (Fig. 30, p. 284). These areas were closely associated with the downtown business district, the open space and recreational facilities of the central river valley, and the ease of movement by private and public transport. On the other hand, the area of scattered residences was greatly extended to the limits of the city. The whole formed a regular, if not rigid, pattern: the partly-built-up areas peripheral to the fully built-up, the scattered peripheral to the partly built-up. Yet, to have substantial areas of partly built-up land giving way in turn to scattered development is, correctly interpreted, poor control. It is in fact a wasteful and inefficient pattern of development which presumably reflects an over extension of water and sewer lines and a lack of municipal control on the approval of building sites.

CONCLUSION

Clearly the decisions taken in the period before 1914 have had a most positive effect on the patterns of urban change and development in the city. Equally clearly, those taken during the inter-war period,

especially the Zoning By-law, conditioned a conspicuous degree of change by 1945. And clearly it follows that the decisions taken through both periods were bound to mould changes in the succeeding period, which is discussed below. Therefore public decisions have had a long-term effect on the morphological development of the urban area. In some cases the circumstances that gave birth to the decisions changed but the new circumstances contributed to similar decisions. This was illustrated most convincingly in the establishment of the park system. In the beginning aesthetic consideration was a guiding factor in the establishment of the park system of the central valley. After World War I, economic change, availability of tax-forfeited land, together with the availability of terrain unfavourable for building sites were the new circumstances that confirmed the previous decision to keep the central valley as a park.

Again, the period 1915 to 1945 reveals that not all public decisions operated by themselves to cause change in urban morphology. The industrial and residential patterns of land use that had been evolving and changing from before 1914 and up to 1945 incorporated diverse and complex processes. It is true that public decisions contributed much to their development, but private decisions also played an important part, as for example, in the creation of industrial sites. Yet, of all the decisions taken to effect morphological change in Edmonton up to 1945, the Zoning By-law of 1933 was perhaps the most significant,

despite its shortcomings.

The morphological changes between 1915 and 1945 may not have been spectacular, but they were certainly significant. They showed that as the past was flowing gently into the future a measure of order had been achieved. The parks formed a homogeneous whole; the industrial areas formed another; the residential areas yet another, though the outlying suburbs still tended to follow a badly fragmented form of development. But this pattern of residential land use showed glaring inadequacies due to a lack of control and of rational planning. By 1945 the mistakes had become evident: the morphology of the city had begun to reveal mixed land uses in areas zoned for a special use. This was the outcome of repeated amendment of the Zoning By-law and the lack of a comprehensive plan for the city. It is true that the aldermen were not urban geographers of the 1960s who have acquired concepts and methods for urban study. It is equally true that they were occupied over a long period of years in meeting problems as they arose the better to administer their city and to justify their efforts to the citizens, themselves made up of groups/lobbies with interests of their own to advance. And while they learned, as they went, matters now summed up under the head of urbanisme, also while they may have had a fair and useful idea of what was likely to happen in the three or four years immediately ahead, they could hardly have seen further. Nevertheless the fragmented form of development they allowed, especially

residential development, reveal that their control of the urban space was not altogether satisfactory. However, they can be judged fairly only in relation to their time and the conditions it imposed.

SECTION III

THE PERIOD 1946 TO 1966

COUNCIL'S INTERVENTION IN PRIVATE AND PUBLIC LAND DEVELOPMENT

This last section (Chapters X to XVI) adopts the same method of analyzing the processes that are shaping the development of Edmonton. The period is associated with phenomenal growth, fostered partly by the City's policies to encourage industrial development and to plan rapidly and rationally to accommodate the dramatic increase of population and industries, partly by the development of petroleum and natural gas and their associated industries, and partly again by the decisions of the private sector of the community.

CHAPTER X

COUNCIL'S POLICIES ON THE EXPANSION OF THE URBAN AREA

1. POST-WAR DEMAND FOR RESIDENTIAL AND INDUSTRIAL LAND

The urban problems which attended the post war period in Edmonton proved to be a major challenge to the public decision-makers of the city. Suddenly Edmonton became a magnet of industrial activity based on petroleum and natural gas and their by-products. With the advent of these industries came an abnormal number of people. Appendix IV shows that the yearly increase of population in Edmonton between 1930 and 1947 ranged from less than 1,000 to nearly 4,000, except for the years 1942 and 1943 when the increase rose to nearly 9,000. Between 1947 and 1966, however, the yearly increases jumped from a minimum of 8,000 to a maximum of nearly 54,000 (partly the result of annexations). For the decade 1947 to 1956 the average yearly increase (including net immigration) was nearly 12,000, while that for the decade 1957 to 1966 was over 14,000.

The rapid growth of population during this period quickly led to the use of most of the residential lands in the city.¹ The available vacant land suitable for housing had dwindled by 1950 to some 6,333

¹ Report of the Edmonton District Planning Commission on "Some Problems of Industrial Location in the Edmonton Area with Particular Reference to the Selection of a Suitable Site for Canadian Industries Ltd.," dated July 19, 1951.

acres which, at the city's rate of growth of about 10,000 persons per year and a density of fifteen persons per acre, would provide for new accommodation for only about 9 1/2 years. This yearly manifestation of the need to provide more lebensraum became even more urgent when considered in another way. The basis for planning adopted by the City Planning Department when it was established in 1950 was that within ten to fifteen years the population would reach 300,000 persons,² a prediction that proved correct. This Department further estimated that the population in 1950 required sixty square miles of territory. However Edmonton's area at that time was fifty square miles, and this included the towns of Jasper Place and Beverly, both of which were then outside the city limits.³ Thus, in terms of anticipated population, Edmonton had a ten square-mile deficit of territory, of which seven square miles were required for residential building.⁴

The continuing increase of the city's population demanded the provision of more living room, and called for immediate civic action. In which direction could Edmonton expand? Separate municipalities, each autonomous within the sphere allowed it by the provincial

²Commissioners' Report to Council, No. 31, September 11, 1950.

³The epithet "West" was added to Jasper Place at its incorporation of a village in 1949 in contradistinction to the old village of Jasper Place between 142nd and 149th Streets, which was annexed to Edmonton in 1910. The name "West Jasper Place" was often used after the area was incorporated as a town in 1950.

⁴Report of Town Planner to City Commissioners, September 6, 1950.

government, hemmed it in on every side. Figure 32 shows that the Town of Jasper Place and the Municipal District of Stony Plain blocked it to the west; the Municipal Districts of Sturgeon and Morinville confined it on the north; the Town of Beverly prohibited expansion to the northeast as did the Municipal District of Strathcona to the south and southeast. It will be shown shortly that the growth of these municipalities within the Edmonton Metropolitan Area invited the recommendation of Professors Bland and Spence-Sales for regional control. A stricture of this kind called for much deliberation by the Edmonton City Council, the provincial government and the surrounding towns and municipalities.

The discovery of petroleum in the Edmonton area also attracted refining and petrochemical industries. These were sited to the southeast of the city in the Municipal District of Strathcona because the oil pipelines converge on this area and because Edmonton lacked the spacious sites these industries required. Yet, the workers in these industries found residence in Edmonton. Thus while Edmonton was required to finance utilities and schools and other social services for these employees, it received in return a small residential tax assessment. At the same time Strathcona went happily free to enjoy its remitted industrial tax assessment, and quite deaf to the solicitous pleadings of Edmonton.

If Edmonton could not easily expand, might it then acquire land

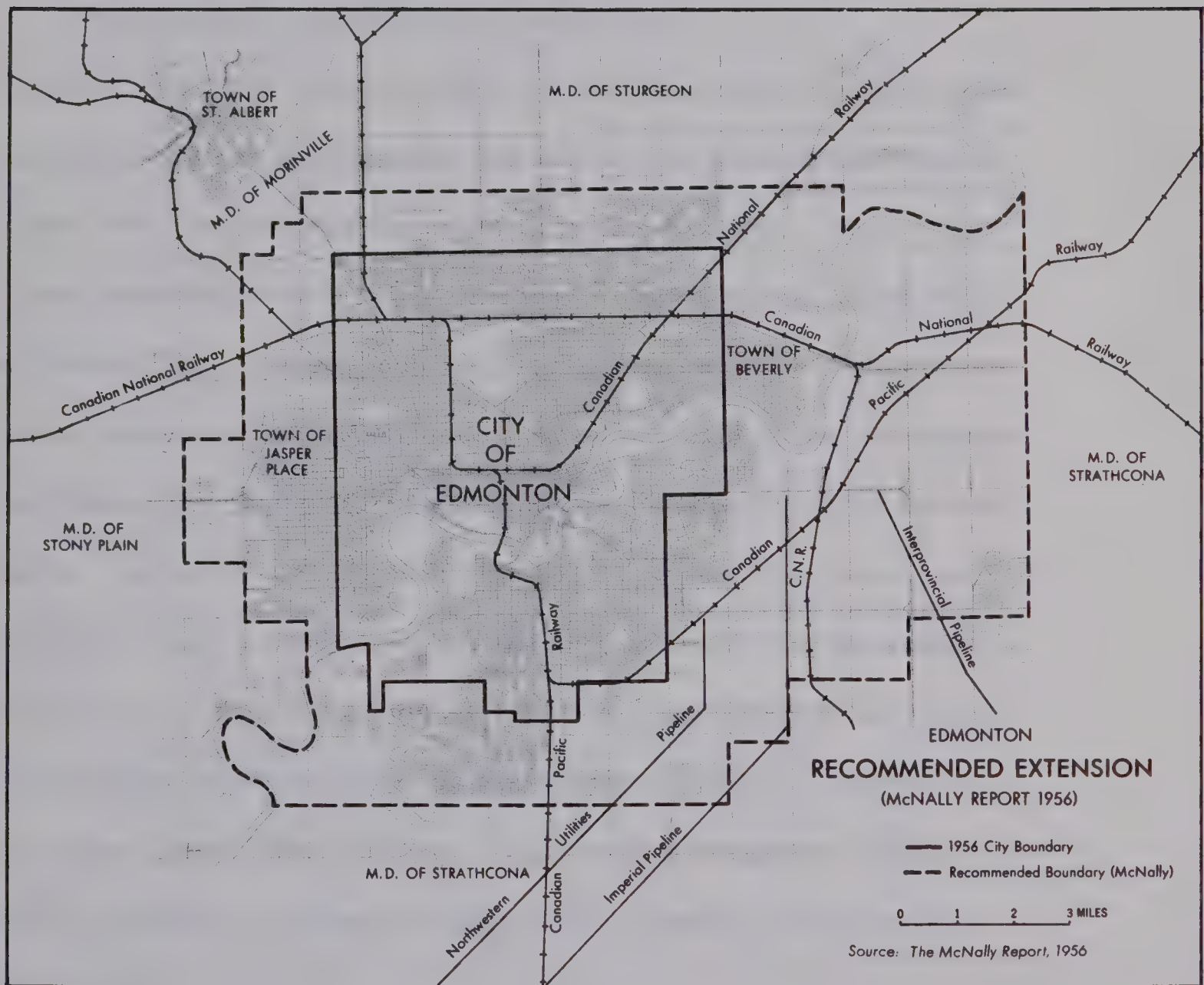


Figure 32

outside its limits? The Edmonton Charter had early decreed that the City⁵

...could acquire land within or without the city with the object of selling, leasing or otherwise disposing of same or any part thereof or for any industrial, commercial or engineering undertaking.

However, the City's need to acquire land, especially for residential purposes, did not emerge until the half decade after World War II. There were two reasons for this, enunciated earlier. First, the City's inability to raise funds throughout the economic depression of World War I, and second, the City's acquisition of tax-forfeited lands, amounting to rather more than 50 per cent of the developable land within the city limits, did not warrant the purchase of outside lands. But by 1951 most of the tax-forfeited lands had been sold. It was then that a need arose for the City to acquire by purchase or otherwise residential and industrial lands, especially to hold down prices which rose inevitably as the supply shortened. Partly for this reason (see Table XVII, p. 172), the City bought the Holt Farm in 1951 and part of River Lot 33 in 1954, a total of 473 acres for \$403,598.

Obviously the purchase of lands outside the city limits was disconcerting to private developers whose objections or influence or

⁵Section 224 of the Charter, Chapter 23 of the Statutes of Alberta, 1913.

both would seem to have found expression in a revision of the City Act (the revised Edmonton Charter) in 1955, a year after the City's second such purchase. Subsection 1 of Section 294 of the Revised City Act reads:⁶

The council may acquire by purchase, private treaty or otherwise, for and on behalf of the city and for any purpose whatsoever, such lands either within or without the city, as the council deems it expedient to acquire.

This clause was in keeping with that of the Edmonton Charter of 1913.

But notice the restriction that came in Subsection 3 of the same Section:

Notwithstanding the provisions of subsection (1) the council shall obtain the approval of the Lieutenant Governor in Council before acquiring any land situated outside the boundaries of the city or any interest in such land.

Again in 1963, Subsection 3 of Section 294 of the Act was revised to read:⁷

Notwithstanding subsection (1), before acquiring any land or any interest in land, situate outside the boundaries of the city, the council shall obtain the approval of the Council of the municipality in which the land is situated.

If the approval of the council of the municipality in which the land is situated cannot be obtained, council of the city shall submit the matter to the Local Authorities Board for its approval, which may be given on such terms

⁶Chapter 42 of the Revised Statutes of Alberta, 1955.

⁷Chapter 9 of the Revised Statutes of Alberta, 1963.

and conditions as the Board may decide.

If the Local Authorities Board refuses to give the approval, the Council may not acquire the land.

While the Government's action might be interpreted as an attempt to protect the lesser administrative units from being dominated by the City, it nevertheless indirectly allowed private developers to speculate on land with greater ardour, and certainly limited the powers of the City, both in extending its boundaries and in buying lands outside its limits, which might later be annexed, and in this way hold down prices. So crucial were these problems, almost identical with those of Calgary, that the Government of Alberta appointed a Royal Commission in 1954,⁸ headed by Dr. Fred McNally, to conduct an "inquiry into the administration and financing of school and municipal services" in the cities of Edmonton and Calgary and their surrounding areas. The Commission was also required to recommend the boundaries and the form of local government which would be most adequate and equitable for the orderly development of these services in both areas. The Edmonton City Council readily responded to the action of the Province by passing a resolution which in part declared its support for a reorganization of local government in the area and directed the City Commissioners to arrange to submit its case to the Royal Commission, and to advocate the City's declared principles.⁹

⁸ The Commission was appointed on July 19, 1954.

⁹ Minutes of Council Meeting, September 27, 1954.

Nothing short of a wide extension to the limits of the City could satisfy Edmonton's growing needs. The extension would necessarily include Jasper Place, Beverly and a sufficient area within the four surrounding municipal districts. It would include the industrial plants on the eastern outskirts and go well beyond them. But the City would not consider amalgamation with Jasper Place and Beverly unless the Strathcona industrial area was included to offset the new tax base of certainly lower tax assessment that such an amalgamation would require. Jasper Place and Beverly were virtually without industries and were beset with a very low residential tax base. Yet they were called upon to provide schools, sewer and water facilities, streets and sidewalks, police and fire protection for homes which were occupied by employees of factories and stores and offices located in the city of Edmonton, just as Edmonton provided these amenities for many residents employed in plants outside the city, particularly in the Municipal District of Strathcona. What the City had hoped for was a balanced growth of residential, commercial and industrial areas within the new municipal boundaries, and provision of adequate municipal financial resources for that purpose.¹⁰ The Mayor, on behalf of the Council, pointed out to the Commission the effects of the mobility permitted by:

¹⁰ Statement by Mayor Wm. Hawrelak to the Royal Commission on Metropolitan Organisation, October 12, 1954.

A man who works in one of the plants in the Municipal District of Strathcona, may live in Jasper Place, send his children to a school in Jasper Place, do his shopping at an Edmonton store and travel to and from his work by the streets of Edmonton and Beverly. Such a man votes only in Jasper Place. The taxes on his home go to Jasper Place, the taxes on his place of work go to Strathcona, the taxes on the store where he shops go to Edmonton. This is given by way of illustration but the situation is that employees in the plants in the Municipal District of Strathcona establish their homes in Jasper Place, Beverly and Edmonton with the result that the normal incidence of taxation as between business and residential property is thrown seriously out of balance, particularly in Jasper Place and Beverly.

Again, any restricted or piecemeal approach to the problem would not provide Edmonton with adequate scope for future growth on a balanced basis, and would be certain to lead to a repetition of the difficulties that existed.

The report of the Commission, detailed and exhaustive, and certainly one of the best studies ever undertaken in the province, listed certain "principles" in arriving at a decision on the whole matter:¹¹

1. When industrial growth has taken place immediately adjoining or in close proximity to the boundaries of the city, the proper and best-suited municipal unit to govern and control such growth is the City.
2. Where industry has established itself to a substantial extent immediately adjoining the boundaries of the city, and the workers in such industry and their families reside within the city, the taxes from such industry should be collected by the City which is called upon to furnish the educational and numerous other municipal services from the residence of the workers.

¹¹ Report of the Royal Commission of the Metropolitan Development of Calgary and Edmonton, January, 1956, Chapt. 14, pp. 24-38.

3. The city is entitled to growing space, and to obtain this space it is necessary that its boundaries should expand into rural municipalities.
4. Where the area immediately adjoining the city has taken on strong urban characteristics it should be under the aegis of the City Planning Department in preference to a rural municipal council.
5. It would constitute nothing short of a metropolitan tragedy to permit a second city to grow upon Edmonton's east boundary completely independent of, and duplicating the existing city.

(The boundaries recommended by the Commission are shown in Figure 32).

It was curious that although Edmonton was thrown into a precarious situation which called for urgent action, and this was recognized by the Provincial Government in its appointment of the Royal Commission, yet the Government failed to implement the recommendations of the Commission, or even some of them. First, the Legislature delayed action for a year, and at the end of that time, in 1957, continued to be silent over the matter. It might appear that the marked silence and inaction over the recommendation that Edmonton annex the industrial area on its eastern limits reflected a desire to allow the industries to remain outside the city limits. If this interpretation is correct, then the Government's inaction might suggest that it favoured these industries at the expense of the residents of the city. At any rate, two courses were opened to the City. The first was to wait for the decision of the Provincial Government in connection with the McNally Report, and in the meanwhile delay action on the many requests by private groups for the City to annex lands piecemeal, especially in the M. D. of

Strathcona. The second was to apply to the Board of Public Utility Commissioners for annexation of these lands. The City followed both courses. While waiting for the guidance of the Provincial Government, the City Council delayed action on the request to annex certain lands; for example, River Lots 41 and 43, Edmonton Settlement, lying east of the Goldbar Farm.¹² The Provincial Government's delay on the McNally recommendation then forced the City to apply to the Board of Public Utility Commissioners for permission to annex the two river lots. Still further delay by the Government in turn made the City delay action to annex Sections 7 and 18 of Township 52, Range 24, West of the Fourth Meridian.¹³ It was a frustrating exercise, and once again the City applied to the Board of Public Utility Commissioners to annex these lands from the M. D. of Strathcona.¹⁴ Thus the Province's inaction over the McNally recommendations compelled the City to annex areas in a piecemeal fashion as private developers requested.

It was natural that the City endorsed the principles enunciated by the McNally report, and authorized the Town Planner to take action on the recommendation that the limits of the city be extended to the southeast¹⁵

...in view of the consistent increase in the city's population and in the land needed to accommodate this population and

¹² Minutes of Council Meeting, April 4, 1956.

¹³ Ibid., September 27, 1955.

¹⁴ Ibid., June 23, 1958.

¹⁵ Commissioners' Report to Council, No. 31, September 11, 1950.

its various activities... (and) owing to the fact that the optimum efficiency of the extent of public utilities is dependent on the distance of each from the river banks.

2. AREAS ANNEXED

Small Areas to the South

The areas marked A, B, and C in Figure 9 were included in the city of Edmonton in 1914 but separated by 1922 and once more came under the jurisdiction of the M. D. of Strathcona. However, in the 1950s they were reannexed. Before this, in 1947, the Pleasant View Subdivision was annexed.¹⁶ This resulted from an application from the residents of the area and the City's agreeing to the annexation on certain conditions which were acceptable to the residents.¹⁷

Similarly Coronet was annexed in 1953. This was a quarter section of land to the west of 97th Street and south of 63rd Avenue (Fig. 9). It was originally owned by a number of persons who sold out to the Coronet Construction Co. Ltd. The Company, wanting to consolidate the site with the City of Edmonton, made an agreement with the City before applying to the Board of Public Utility Commissioners for annexation.¹⁸ Among other things, the agreement pledged the City to reserve the whole of the site for industrial uses; and the Company

¹⁶ Order No. 11214 of the Board of Public Utility Commissioners, December 30, 1947.

¹⁷ Minutes of Council Meeting, April 10, 1947, and Finance Committee's Report to Council, No. 8, of the same date.

¹⁸ In Alberta the Board of Public Utility Commissioners has control over annexation matters.

to develop it in a sequence and manner agreeable to the Town Planning Department.¹⁹ Based on this agreement, and on the consent of the City of Edmonton and that of the M. D. of Strathcona, the Board of Public Utility Commissioners ordered the annexation, effective December 30, 1953.²⁰

Hardisty

The Hardisty area is circumscribed by 75th Street and River Lot 37, Highway 16 and the North Saskatchewan River. Although within the Municipal District of Strathcona, it was owned partly by the City of Edmonton (more than one half the area) and partly by the M. D. of Strathcona. The City's portion had been bought in 1951 as the Holt Farm (part of River Lots 35 and 37), and in 1954 as part of River Lot 33 (see Table XVII, p. 172). In order that the City could annex the area, it agreed to assess the Municipal District's property on the same basis as other privately-owned land within the annexed area, and to reassess the whole area in 1954--more or less on the same terms as the agreement which the City made with the Municipal District in respect of Coronet annexation. It was also agreed that the taxes charged in the area were not to represent an increase over the taxes that would have been paid in 1954, had the

¹⁹Ibid., February 8, 1954.

²⁰Order No. 15371 of the Board of Public Utility Commissioners, April 23, 1954.

area remained in the Municipal District, and this removed one of the main objections to the proposed annexation.

Two other objections were removed by the Board of Public Utility Commissioners when it ordered that Edmonton's early closing by-laws would not apply to established businesses in the annexed area,²¹ and that property holders would not be liable for the City's existing debenture debt. The annexation was made effective from January 1st, 1954.

Goldbar and Pearson Farms (River Lots 39, 41 and 43)

The Goldbar Farm comprised 311 acres and was in joint ownership of Claude Gallinger and MacLab Construction Co. Ltd., both of whom requested the City to annex the land as a residential area. The condition of the request was that the tax rate applicable to the lands would remain at the same rate as that of similar farm lands in the Municipal District of Strathcona until the City installed municipal services.²² The Commissioners recommended the annexation in the belief that the area was well suited for the construction of houses and could be easily served with utilities, but the Council refused the

²¹ This order, No. 19155, was finally given on January 17, 1957, when all property in the area was assessed and taxed at the same rates as those that existed in the City of Edmonton. The reason for this was that the area had been developed to the point where it was in fact integrated into the city and was receiving the usual City services.

²² Commissioners' Report to Council, No. 9, 1956.

request.²³ The reason is not recorded but it may well have been an attempt by City Council to resist having its hand forced for speculative gains. It is difficult to obtain precise data but it seems certain that Edmonton's economic revival was accompanied by a rapid inflation of land prices on the margin of the city. Council was naturally reluctant to annex land which was considered to be unreasonably expensive for residential development, but if this was its motive, it was not more than a show of authority. The urgent need for residential land later compelled the City to approve the request, along with another from the National Trust Co. on behalf of Messrs. H. Pearson and Hoge to annex River Lots 41 and 43, situated immediately east of the Goldbar Farm and west of the property of the Imperial Oil Refinery.²⁴

The M. D. of Strathcona was agreeable to the annexation, subject to two concessions: (a) that all taxes levied for the year 1956 would remain the property of the Municipal District, and (b) that the City of Edmonton would establish buffer strips between industrial and residential zones. The City agreed to concede the demands, and empowered the Commissioners to apply to the Board of Public Utility Commissioners for an order of annexation and for permission to tax the annexed lands at City rates, beginning January 1, 1957.²⁵ Although

²³ Minutes of Council Meeting, February 27, 1956.

²⁴ Ibid., April 4, 1956.

²⁵ Loc. cit.

Canadian Industries Ltd. objected to the annexation on the grounds of the proximity of houses to its plant, which might result in damage by explosion and the owners of the land agreed to the annexation which was approved by the Board of Public Utility Commissioners. The area was incorporated into the city on August 1, 1956²⁶ (see Fig. 9).

Alexandra Park (south of the Willingdon Branch Line of the C. P. R., east of 91st Street, north of 51st Avenue and west of 75th Street)

As in the case of other annexations in the southeastern districts, the owners of this area requested the incorporation of their land with the city.²⁷ The location was ideal for industry, and the Council therefore authorized the Commissioners to apply for its annexation but only on the understanding that the City would not provide municipal services there until it could conveniently do so.²⁸ Here also, as in other cases, the City reached an agreement with the M. D. of Strathcona in which the area was located. The terms of the agreement formed the conditions on which the Board of Public Utility Commissioners based its approval. The annexation was effected in 1958.²⁹

The Ottewell area

This area was also a part of the M. D. of Strathcona. Many of

²⁶ Order No. 18267 of the Board of Public Utility Commissioners, August 7, 1956.

²⁷ Commissioners' Report to Council, No. 19, August 26, 1957.

²⁸ Minutes of Council Meeting, August 26, 1957.

²⁹ Order No. 21762 of the Board of Public Utility Commissioners for the annexation of the above area, dated April 15, 1958.

the landowners had been requesting annexation for some time,³⁰ but the City delayed until the completion of a large trunk sewer through part of the area. In 1958 the Council authorized the Commissioners to apply for the annexation of the area and to request authority to assess a special service tax on all new lots that might be surveyed in the area, to cover the cost of purchasing, servicing, parks and school sites--the total charge was not to exceed \$1.50 per front foot which was to be amortised over a five-year period following the registration of the new subdivision.³¹

Application was also made for the annexation of the area immediately to the south, but the City could not provide utilities for the whole area requesting annexation.³² It was not until 1960 that the southern part (S.E. Ottewell) was annexed (see Fig. 9) and only after the City agreed to certain conditions of the order of the Public Utilities Board which, after 1959, had taken over annexation matters from the Board of Public Utility Commissioners.³³

Lands to the South and Southwest

According to the recommendation of the McNally Commission

³⁰ Commissioners' Report to Council, No. 21, June 23, 1958.

³¹ Minutes of Council Meeting, January 23, 1958.

³² Commissioners' Report, No. 21, op. cit.

³³ Order No. 25379 of the Public Utilities Board, April 11, 1961.

all the lands in the Municipal District of Strathcona located north of the line of 35th Avenue and south of the North Saskatchewan River should be incorporated into the city of Edmonton. These lands were privately-owned and all the owners were anxious for the lands to be incorporated with the City. The first formal application for annexation was made by Melton Petroleums Ltd., and it was quickly followed by requests from the North West Trust Co. Ltd. and other property owners.³⁵ Approximately 485 acres of the area were parklands held by Dr. Allard and his associates (North West Trust Co. Ltd.), John Decore and Melton Petroleums Ltd. The 160 acres of Melton Petroleums Ltd. comprised a part of the Whitemud Creek area.³⁶ These owners agreed to sell their lands to the City at rates indicated in Table XXXIII. According to provincial legislation 10 per cent of the

TABLE XXXIII--LAND SOUTH AND SOUTHWEST EDMONTON, 1959

LANDOWNER	AREA (acres)	COST TO CITY
Dr. Allard	220	\$220,000
Mr. Decore	105	52,500
Melton Petroleum Ltd.	160	96,000
TOTAL	485	\$368,500

Source: The City of Edmonton: City Commissioners' Letter to the Finance Committee, January 21, 1959.

³⁵ Commissioners' Report to Council, No. 5, December 10, 1958.

³⁶ Letter from the City Commissioners to the Members of the Finance Committee, January 21, 1959.

areas would be allocated to the City for public purposes, but it was estimated that 12 per cent would actually be required.³⁷ Apart from the 530 acres of parklands (485 acres plus the 10 per cent of this area that was to be dedicated) which the City Planner felt should be left unsubdivided, there were some eight sections of land within the area recommended for annexation by the McNally report, and which were available for residential development. After securing the agreement of the landowners for the annexation of the lands and the assurance of the M. D. of Strathcona not to oppose annexation, the North West Trust requested the City to annex the lands. Again the City approved the request, as did the Board of Public Utility Commissioners, though with their customary concern that property taxes would not be charged until urban development occurred.³⁸ The annexation was made effective on December 30, 1959.

From the foregoing discussion three important points should be emphasized. First, between 1951 and 1960 the City of Edmonton and the M. D. of Strathcona negotiated quite amicably a series of piecemeal annexation. The land was desired for either residential or industrial development but at the time of annexation it was almost all in some form of agricultural use. Some of the land was owned by development

³⁷ Loc. cit.

³⁸ Order No. 24581 of the Board of Public Utility Commissioners, April 22, 1960.

companies and more may have been controlled by speculators. Second, several of the annexations were requested by property holders in the areas which were affected, and in all cases the property owners seemed to have agreed to annexation. Third, in each case the City was compelled to agree to certain conditions, either by agreement with the M.D. of Strathcona or by order of the Board of Public Utility Commissioners. By and large these conditions were intended to insure that property owners in the annexed areas would not be faced with tax increases.

Northeast Area

The attempts to annex this area to Edmonton were many and complex. In November 1959, Mr. F.N. Feehan, representing 270 shareholders of Terra Developments Ltd., petitioned the Council to annex 220 acres of land which the Company then owned south of 137th Avenue and east of 50th Street. The Company desired to devote this area, when annexed, to low-cost housing, to which enterprise the Central Mortgage and Housing Corporation would advance a loan if the lots were put on the market at \$3,000 or less. Also the Company proposed to devote eighteen acres to medium-to-light industry which would provide a buffer between the residential and industrial areas. The Company was also prepared to agree to the same conditions by which the southwestern district was brought into the City.³⁹

³⁹ Minutes of Council Meeting, November 23, 1959.

Next, the McLab Construction Company also requested the City to annex 530 acres which it was buying in the same area. The Commissioners pointed out that the area south of the main line of the C.N.R. was within the M. D. of Sturgeon and that if the area to the north was to be annexed the area south of the line should be annexed also.⁴⁰ This was followed by a request from the Town Council of Beverly for Edmonton to help the town solve its sewage disposal problem. The town's sewage was directed into an impounded area south of the city's waste disposal grounds and had been overflowing into the river. According to the ruling of the Provincial Board of Health, before Beverly could enlarge its sewerage system, required for Terra Development and the McLab lands, it would need to eliminate its system of disposal then in existence.⁴¹ Moreover, by a resolution passed by its Council, Beverly declared it would have no objection to the annexation by Edmonton of all the area east of the townsite, and expressed the opinion that the town itself should be included in the annexation.⁴² By this time, land developers had begun to step up their pressure on the City Council. In December 1960, Terra Development made a second request that the City annex the two quarter sections which the Company

⁴⁰Loc. cit.

⁴¹Commissioners' Report to Council, No. 8, December 14, 1959.

⁴²Loc. cit.

then owned. The Council delayed action on this request until after the 1961 sitting of the Provincial Legislature in the hope that legislation would be passed relative to industrial taxation and amalgamation.⁴³

Next, Lavalee, Feehan, Feehan and Remesz petitioned the Council on behalf of Weber Brothers Ltd., Terra Development and some 135 land-owners to annex the S 1/2 of Sections 26 and 27 north of 137th Avenue between 50th and 92nd Streets. The intention was to develop the area into two neighbourhood units to provide low-cost housing. Council approved the annexation in principle and empowered the Commissioners to work out the details with the applicants and report back to Council.⁴⁴ This was followed by another attempt by Beverly for the annexation of the town. On this occasion the Town Council sent an official delegation to the City Commissioners to request that the City amalgamate with the Town unconditionally. Perhaps because of the continued reticence of the provincial government over the McNally report, the Committee of the Whole Council recommended that the City support the application of Beverly for annexation and at the same time apply for annexation of the sections east and north of the city as approved by the District Planning Commission.⁴⁵ With the approval of the Council, the whole area of

⁴³ Minutes of Council Meeting, January 3, 1961.

⁴⁴ Letter from Lavellee, Feehan, Feehan and Remesz to Mayor Roper and Members of the City Council, February 10, 1961.

⁴⁵ Minutes of Council Meeting, February 13, 1961.

approximately eleven square miles was finally annexed on December 30, 1961. The town of Beverly was included, but most of the land was drawn from the County of Sturgeon. This fragmented jurisdiction of the area before amalgamation necessarily required of the City certain agreements with the Town and the Counties, and these became conditions of the approval of the Public Utilities Board.⁴⁶ The main condition was that the taxes of the residents of the annexed areas would not be increased unduly. The annexation promised development of small, light industry in the area contiguous with the railways. The remainder of the land was mostly agricultural, with a few small holdings.

The Town of Jasper Place

A movement to amalgamate the Town of Jasper Place with Edmonton began after World War II. In 1946, at the conclusion of meetings held by the ratepayers of the town, an annexation petition was presented to the Edmonton City Council.⁴⁷ This request was made primarily for health and financial reasons. For instance, the collection of garbage in the town was reported to be unsatisfactory. This, it was believed, would be properly regulated by Edmonton's Health Department if Jasper Place was amalgamated with the city. Also property values

⁴⁶ Order No. 25861 of the Public Utilities Board for the Province of Alberta, December 29, 1961.

⁴⁷ Brief from Citizens of Jasper Place to Finance Committee of the City of Edmonton, February 12, 1946.

were expected to be increased with amalgamation, and fire and police protection improved. But a counter movement in Edmonton, the Taxpayers' Protective Association of Edmonton, opposed the amalgamation in the belief that it would be a liability rather than an asset to the city; Edmonton's area was already too great for economic development and should be reduced rather than increased; there were large areas within the city limits which lacked utilities and which should be served first; and any municipal district which permitted large numbers of people to settle in its area of jurisdiction should be responsible for any liabilities which resulted.⁴⁸

The recommendation of the Finance Committee, to which the matter was referred, was opposed to the suggested amalgamation at that time, and the Council heeded the recommendation.⁴⁹ But Jasper Place appointed a fact-finding committee to consider all aspects of amalgamation with Edmonton, and notified the City that its committee was prepared to meet with a similar one from the City Council. A committee of five was appointed to represent the City, and in 1961, after considerable study, it made the following recommendation:⁵⁰

... if the Town of Jasper Place applies for amalgamation with Edmonton, this Council should take the position that such amalgamation should be dealt with only as part

⁴⁸ Letter from the Secretary of Taxpayers' Protective Association of Edmonton to the Mayor, Commissioners and Members of the Finance Committee, February 12, 1946.

⁴⁹ Finance Committee Report to Council, No. 5, February 7, 1946, submitted to Council on February 12, 1946.

⁵⁰ Minutes of Council Meeting, May 13, 1957.

of a comprehensive adjustment of boundaries to facilitate sound and effective development of the whole metropolitan area, and to make available a more equitable sharing of industrial tax revenue to assist in paying the costs of services to residential areas; and for those purposes your Committee recommends that if Jasper Place applies for amalgamation, an application should be filed which would seek amalgamation with Jasper Place and a substantial adjoining area of the M. D. of Stony Plain plus the section of the County of Strathcona containing the East Edmonton industrial area, and the Sherwood Park residential area, using boundaries substantially as proposed by the McNally Commission.

The boundaries referred to are shown in Figure 9 (p. 106).

Without a doubt this recommendation was sound. As shown earlier, the city's population had grown enormously and with it the residential subdivisions which yielded a low tax revenue. Neither was the situation improved by the amalgamation with Beverly and the annexation of potential residential areas in the County of Sturgeon. Therefore the amalgamation of Jasper Place would have increased the population but added little to its industrial tax revenue. Bold facts like these clearly influenced the Edmonton City Council to adopt the recommendation of the Amalgamation Committee, and next to petition the Local Authorities Board for an order to annex the Town of Jasper Place, those portions of the M. D. of Stony Plain adjacent to Jasper Place and lying east of 170th Street, and that portion of the County of Strathcona which included the approved future area of the Sherwood Park Development, the petrochemical and other industries established from 1948 onward and limited on the south by the main transmission

line of the Calgary Power Company and by Provincial Highway 14 and its extension to Sherwood Park. Twice, in July 1962 and March 1963, Edmonton petitioned the Local Authorities Board for permission to annex the Strathcona industrial area, and twice the County of Strathcona opposed the petition, hence its rejection by the Local Authorities Board.⁵¹

True the annexation of this area would have brought more industrial taxes to Edmonton but Edmonton's request to amalgamate Jasper Place only if the Local Authorities Board granted the City the industrial area on the eastern city limits seems quite unjustifiable. However, the City's contention was that it had already accepted responsibility for such large residential and potentially residential units that it was reluctant to accept Jasper Place without the municipal taxes from the industrial areas beyond the City's eastern limits, in the County of Strathcona.

But equally strong was the case against losing the industrial area, which the County of Strathcona presented to the Local Authorities Board.⁵² The objections were mainly three. First, the large industries required isolation from encroachment by residential subdivisions and small, incompatible commercial and industrial units. Second, the city already had large undeveloped industrial areas and these might

⁵¹ The City of Edmonton, Annexation Petition to the Local Authorities Board, July 2, 1962, and March 22, 1963.

⁵² "Summary of Some of the Material Presented to the Local Authorities Board", presented to Council, May 13, 1962.

be extended to the southeast to accommodate adequately all types of industry except the large extractive petrochemical plants. Third, and this was the main objection, the County was collecting substantial revenues in the industrial area and using part of it to balance its expenses. If the industrial area was annexed, reduction of the County's revenues would be greater than the reduction of expenses. For these reasons the Council of the County passed a resolution on August 15, 1962, opposing the petition of the City of Edmonton for the annexation to the City of lands over which the County had jurisdiction.⁵³

Opposition also came from the M. D. of Stony Plain which claimed it would lose tax revenue from the area proposed to be annexed. And although Fort Saskatchewan did not submit a brief to the Local Authorities Board, the County of Strathcona estimated an increase of school tax for Fort Saskatchewan, if it, too, were annexed.⁵⁴

If, therefore, Edmonton's application for annexation of the areas was granted, four groups of taxpayers, according to the Local Authorities Board, would expect tax increases. The tax payers of Edmonton would be faced with an increase of 1.6 to 1.9 mills if Jasper Place alone was added to the City; those of Strathcona between 15.5 and 30 mills, those of Stony Plain about 3.5 mills, and those of Fort

⁵³ Commissioners' Report to Council, No. 52, August 27, 1962.

⁵⁴ Loc. cit.

Saskatchewan about 2 mills,⁵⁵ if the City's application was approved.

These were thought-provoking issues. Yet the question Edmonton posed to the Board, as the City Solicitor reiterated, was neither 'Is this good for the present city of Edmonton?', nor 'Is it good for the County of Strathcona?', but 'Should the next 300,000 people coming into the area be absorbed gradually and methodically into a comprehensive overall municipal unit or should they solidify into three separate units: Jasper Place, Edmonton and a new city on the eastern edge of Edmonton?' which the McNally Commission believed would be a "metropolitan tragedy".⁵⁶

The resolution of the matter came after the Local Authorities Board held public hearings in Edmonton from April 1 to May 31, 1963, to obtain representations from all interested parties. The decision of the Board was that effective August 17, 1964, the Town of Jasper Place was to be annexed to the city of Edmonton.⁵⁷ However, the Board refused the petition of Edmonton to annex the large industrial areas on the east and the hamlet of Sherwood Park, but granted annexation of some 8 1/4 sections of lands to the west and south of the property of Canadian Industries Ltd. and south of what was then the city limits. The Board also refused the annexation of the large industries to the

⁵⁵ Loc. cit.

⁵⁶ Summary of some of the Material Presented to the Local Authorities Board, op. cit.

⁵⁷ Board Order No. 1234, dated March 31, 1964.

north-west of Jasper Place, though allowing the annexation of the three quarter sections of land to the north of the Town, and approximately two sections situated between the Town and the river.⁵⁸

The Annexation Order allowed the shop-owners of Jasper Place a three-year "adjustment period" to adapt themselves to whatever applicable by-laws were in effect in the City of Edmonton by that date, particularly the Closing By-law as opposed to Jasper Place's Night Shopping By-law. All other City by-laws, however, were made effective in Jasper Place on the date of amalgamation, March 31, 1964.

CONCLUSION

Since local government in Edmonton is assigned its powers by the Province, it follows that if the powers are limited and local issues demand extended powers, the Council is hard put to cope with them. This has been made implicit in this study of the boundary changes of Edmonton. The pattern of Edmonton's boundary extensions has been determined by the overwhelming influence of private developers and land speculators, and by the decisions of the Provincial Legislature which would appear sometimes to be hardly sympathetic to the expansion problems of the City. Despite the recommendations of the McNally Commission, appointed by the Province to study the problems of Edmonton and Calgary, which showed how Edmonton might expand,

⁵⁸Loc. cit.

the Government, for reasons known only to itself, refused to implement the recommendations. Left to treat with the adjoining municipalities on its own, and in the face of the growing population, the urgent need for more homes and extended residential areas, and the pressure by private developers for the annexation of their lands on the periphery of the city, the Council attempted to expand the borders of the city as best as it could. Thus the extensions of the City's boundaries, as shown in Figure 9, represent a history of ad hoc negotiations and agreements which could never be planned ahead as a whole, or adopted as a rational policy of expansion.

CHAPTER XI

COUNCIL'S POLICIES ON THE USE OF PRIVATELY-OWNED LAND:TOWN PLANNING WITHOUT A PLAN

1. THE GROUNDWORK FOR POST-WAR PLANNING

The year 1949 marked a turning point in the history of Edmonton's town planning. Between 1946, the beginning of the stage of development under review, and 1949, the City of Edmonton continued to perpetuate the errors in planning discussed in the previous section. In 1949 an assessment of the errors was made, and thereafter to 1966, the close of this study, the decisions of the Council were essentially to correct the errors of the past and to avoid their recurrence. In attempting so huge and complex a task the Council resolved to continue its policy of controlled development, and sequential and "programmed" development in undeveloped areas within the city. These will be considered in detail.

Post-war Development Pressures

Between 1946 and early 1950 town planning in Edmonton was marked largely by the consideration of numerous applications for rezoning--fifty five in 1948 and seventy five in 1949--and amendments to the Zoning By-law No. 26 (1933).¹ This By-law was amended six

¹See the 1948 and 1949 reports of the Chairman of the City of Edmonton Town Planning Commission.

times in 1946, thrice in 1947, seven times in 1948, nineteen times in 1949, and thrice in the first half of 1950. Indeed, between 1934 and 1950 the By-law was amended sixty-five times (see Appendix XX). The administrative work of amending the By-law necessarily fell to the Edmonton Town Planning Commission. The large number of zoning changes took a great deal of the Commission's time, and caused the Chairman to complain that time should be devoted to matters of more general importance.² As early as August 1948, the Chairman had pointed to the number of applications for zoning that the Commission was required to consider, and suggested the appointment of a Town Planner. The Commission further charged that decisions about major matters affecting the plan of the city were taken without the knowledge of the Commission; that such procedure effectively barred the Commission from offering any advice on matters that were its especial and intended function and duty to consider and advise upon; and that the Town Planning Commission had been gradually forced into a situation in which it could not perform its principal duties.³ It was these circumstances that forced the Chairman of the Commission to resign his position and the Edmonton Local Council of Women to petition the Council to

² Report of Professor C.S. Burgess, Chairman of the Edmonton Town Planning Commission, January 11, 1949.

³ Letter from C.S. Burgess to the City Council, February 15, 1949.

establish a Department of Town Planning under the direction of a qualified town planner.⁴

The spectacular growth of population, and of investment in new construction, gave birth of complex problems in planning which increased yearly in volume and complexity. Had a master plan been formulated before 1946, the City Council might have been able to cope with them, or they might have seemed less insurmountable. By 1949 lack of a master plan invited havoc and confusion. A variety of uses was permitted in different use-districts: a single-family dwelling had the right of entry in a multi-residential district; multi-storey dwellings or single-family residences invaded areas given to local business.⁵ Consequently, the pattern of development was contrary to what it had been hoped the Zoning By-law would achieve. Only a trained planner and trained planning personnel could hope to retrieve the city from the chaos into which it was plunged by development pressures.

The Bland-Spence-Sales Report

The resignation of the Chairman of the Edmonton Town Planning Commission and the petition of the Edmonton Local Council of Women served to influence the Council first to employ an experienced town planner and second, to engage the services of professors Bland and

⁴ Letter from the President and Corresponding Secretary, Mrs. K. Lyons and Mrs. J. A. Clarke to the Mayor and Council, March 15, 1949.

⁵ Bland-Spence-Sales Report, September 9, 1949.

Spence-Sales, town planners at McGill University. The frame of reference given these gentlemen was to examine and report on the physical development of the city and administrative organization established by the provisions of the Town Planning Act of 1929.

Perhaps their most important recommendation was that the City Council should resolve to plan the city within the full meaning of the Planning Act of 1929; and should impose interim development control, pending the preparation of an official plan.⁶ The report next stressed

⁶The term "interim development control" was first used in provincial legislation in 1948 when an Act was passed to amend the Town Planning Act (Chapter 169 of the Statutes of Alberta, 1942). It was then defined as regulations to control a proposed subdivision which was not specified.

In a further amendment of the Town Planning Act (April 5, 1950), "interim development" was defined as a development which took place between the date on which the resolution of a local authority to prepare a general plan became effective and the date on which the plan came into operation.

Again on July 18, 1950, the Minister of Public Works for the Province of Alberta authorized the Edmonton City Council by an Interim Development Order to pass a by-law to evoke "interim development control" on the city. The term was then officially defined as regulations to guide development until a general plan and a new zoning by-law were adopted. "Development" was interpreted by the Order to mean the making of changes (physical or otherwise) to a building for residential purposes. The object of this was to increase the number of dwelling units within the building or on the site.

The Interim Development By-law No. 1339, passed on October 17, 1950, was later amended by By-law No. 1988 (1959) to include a change in the meaning of "development". The new meaning was stated as the making of change in the use or occupancy of any building or any land in order to increase the number of families occupying and living in the building.

the importance of elevating the status of planning within the civic administration, and of making its meaning clear, in the context of the development of the city as a whole. Other recommendations were for the City to (a) abolish the Town Planning Commission and assign its duties to a Citizens' Planning Committee (to obtain public opinion and advice on matters of general planning) and a Standing Committee on City Planning (to prepare a general plan or scheme of development and a zoning by-law, and advising Council on matters of planning.⁷ In this way the expression of public opinion would be divorced from the technical aspects of planning); (b) revoke the Major Street Plan since it performed no useful purpose in the planning of the city; (c) repeal the Zoning By-law since this is really an instrument to implement the official town plan and should not be brought into effect until an official plan had been adopted; and (d) continue the Appeal Board with limited discretionary powers. Yet another recommendation of moment was that the City provide materials at cost for the erection of houses at a reduced standard of accommodation to overcome the housing shortage of labour and the difficulty of obtaining building materials. Hitherto, by an agreement with the Federal Government, signed on June 30, 1945, the Council had purchased from the War Assets Corporation one hundred army buildings (locally

⁷ In subsequent reports to Council by Spence-Sales (February 14, 1950) and Noel Dant, Town Planner of Edmonton (February 1950), these two bodies were renamed Planning Advisory Commission and Technical Planning Board.

dubbed "Dawson Creek Huts" as they were brought from Dawson Creek, British Columbia). These were converted to provide temporary living accommodation.

With accelerated development in Edmonton after World War II, came also increased development of the municipal districts surrounding Edmonton. Bland and Spence-Sales saw their evolution from rural municipalities to incorporated towns and cities as more beneficial than the continuous expansion of Edmonton. But until that transition was achieved, they felt the City should exercise rigorous control of the physical development on its outskirts. They suggested that "the City of Edmonton, as the capital city of the Province of Alberta, should impose upon the Provincial Government certain responsibilities for the city and its surroundings." They felt that any form of sub-regional or district planning control should be an extension of the responsibilities already vested in the Town and Rural Planning Advisory Board rather than assigned to a new planning commission based on the voluntary association of two or more municipalities around Edmonton. To this end they recommended that a District Planning Board should be established, whose constituent members should include the City of Edmonton, the Towns of St. Albert, Beverly, Devon, Fort Saskatchewan, Jasper Place, and Leduc; and the Municipal Districts of Stony Plain, Sturgeon, Strathcona, Morinville and Leduc.

In effect, except for the last two, the recommendations were only what the 1929 Planning Act sought to achieve, no more than an

exhortation to the City Council to practise town planning as it should be practised, no more than suggested remedies for the planning malaise of the city.

The report was adopted in principle by the Council which subsequently implemented many of its recommendations.⁸ Those recommendations calling for the amendment of the Town Planning Act were endorsed by the Provincial Government and inscribed in the amended Act, the Town and Rural Planning Act. Altogether these recommendations were to bring considerable change to town planning in Edmonton and the rest of Alberta.

The Amendment of the Town Planning Act

Since authority to effect town planning resided with the Provincial Government, it followed that the City of Edmonton would request amendments to the Town Planning Act so that it might implement the recommendations of Professors Bland and Spence-Sales. Basically, four critical amendments were proposed:

(a) Section 10 of the Act should be rewritten to enable a local authority to appoint a Planning Advisory Commission whose purpose would be to advise the Council on general planning matters but divorcing it from the technicalities of planning. For the benefit of other municipalities the Act should retain its former provisions for appointing a Technical Planning Board or Commission.

⁸ Minutes of Council Meeting, September 12, 1949.

(b) Section 11 should be rewritten to allow any local authority to appoint a District Planning Commission, subject to the approval of the Minister of Municipal Affairs. It should designate the area, to be known as a District Planning Area, in which the Commission would exercise its powers; and it should make provisions for the constitution and the functions of the District Planning Commission, including the preparation and recommendation to Council of a general plan and a zoning by-law.

(c) Section 12 should be amended to prescribe for the provisions of a general plan and for interim development control while the plan was in preparation.

(d) Section 57 and parts of Sections 3 and 12 should be amended to widen the duties of the Provincial Planning Advisory Board and to bring in representatives of the departments of Provincial Government that are associated with urban and rural development.

All these amendments were recommended by the Town Planner to the City Council for approval, which was given on February 27, 1950. Until the Act was amended, however, undesirable development would have to be checked. To do this the Council authorized the Town Planner to refuse for two months, pending the issue of the Interim Order by the Provincial Government, approval of any proposed development in the city that might conflict with the general plan he was to prepare, despite the fact that the development might be permitted by the then existing By-law.

Legislative Requirements for the General Plan

Under Section 12 of the Town and Rural Planning Act any local or rural authority in the province could, by resolution, provide for the preparation of a general plan. Accordingly, on May 22, 1950, the Edmonton City Council authorized the preparation of a 'General Plan', the purpose of which was to provide for orderly and convenient development of the whole city. In keeping with the requirements of sound planning the Act also authorized that after the general plan was adopted a zoning by-law should be enacted to implement the proposals of the plan. Later amendments of the Act specified further that no "undertaking or public project that was inconsistent or at variance with the proposals contained in the general plan" should be attempted.

Again, under Sections 63 to 68 of the amended Town and Rural Planning Act of 1960, the City was given authority to control development along certain lines. By resolution it could authorize the preparation of a general plan which would describe the manner in which future development of the city could best be organized and executed within a specific period. Attention should be given to orderliness, economy and convenience. The general plan, prepared on the basis of surveys of land use, population growth, transportation and communication needs, public services and social services within the city, should include proposals for the provision of roads, public services, public buildings, schools, parks, recreation areas and the preservation of land for these and other public and community purposes.

It was to show the sequence in which specified areas of land would be developed or redeveloped and in which public services and facilities would be provided. After the general plan was adopted, the Council would proceed with the enactment of a zoning by-law to regulate the use and development of land in the manner prescribed within the area or areas referred to in the plan. During the preparation of the plan, Interim Development Control was to be exercised throughout the city and would anticipate the decisions and policies to be enunciated in the general plan.

As required by the Act, the City sought the approval of the Minister of Public Works of the Province, as well as requested him to make an Interim Development Order.⁹ By the terms of this Order, given on July 18, 1950, the Council passed By-law No. 1339 (otherwise called the Interim Development By-law No. 1) on October 17, 1950.

The Interim Development By-law

The main purpose of this By-law was to suspend By-law No. 26 (1933) and its amendments. Inevitably this meant that its control over the city's physical development would be more or less all-embracing, particularly in respect to the use and reservation of land, including the height and bulk of buildings, the number of storeys, the portion of the area of site to the size of the buildings, the size of yards, courts

⁹Commissioners' Report to Council, May 28, 1950, and Minutes of Council Meeting of the same date.

and open spaces. It prescribed building lines, areas of varying densities of population, and location and use of buildings; it regulated the size, type, height, and location of advertising signs and bill-boards; and it provided for the administration and enforcement of its stipulations.

Also by the powers given the City under Section 11 of the Town and Rural Planning Act the Council passed By-law No. 1354 on December 11, 1950, to establish the City of Edmonton Technical Planning Board, whose duties were clearly enunciated: (a) to prepare and submit to Council for its approval a general plan or scheme of development and zoning, or any plan or official scheme authorized by Section 12 of the Act; (b) to act in an advisory capacity to Council in matters pertaining to planning; (c) to promote public interest in planning; and (d) to do all that was necessary to carry out such duties.

Subdivision Control

Directed by provincial regulations, the City of Edmonton exercised control over the development of subdivisions until 1960. At the end of that time the Subdivision and Transfer Regulations, made under the provisions of the Surveys and Expropriation Act, added more controls. The general requirements applicable to all subdivisions under Sections 15 and 19 of the Act were that land could be subdivided only if (a) it was suited or could be economically adapted to the purpose for which the subdivision was intended; (b) it was expected to be used within a reasonable period of time for the purpose for which

it was proposed to subdivide it; (c) necessary services could be provided in an orderly and economical manner for the development of the subdivision; (d) it was in conformity with the provisions of a general plan, development scheme or zoning by-law; and (e) it did not prejudice the possibility of further subdivision of the land or of the convenient subdivision of adjoining land.

These regulations, together with those of the Town and Rural Planning Act, gave the City ample authority to prevent sporadic, uncontrolled development before the preparation of a well-thought-out programme which provided for all necessary services and the financing of public works. Provincial statutes and regulations of the kind just mentioned gave Edmonton authority to avoid the type of uncontrolled development which characterized the land boom period before World War I.

2. PLANNING AND DEVELOPMENT CONTROL UNDER THE INTERIM DEVELOPMENT ORDER

From the confusion created under By-law No. 26 (1933), it follows that Interim Development Control would necessarily attempt immediate and sweeping reforms. Yet these could not be independent of previous developments. Moreover, despite the confusion, a definite land-use pattern had been created by By-law No. 26 and previous by-laws. Indeed, the pattern had been established well

before World War I, and this could not be, or necessarily should be, obliterated overnight. Thus the Council was faced with the twin problem of correcting past errors of subdivisions and of providing better residential environments in future. The Council attempted both tasks by adopting replotting schemes (in conjunction with the neighbourhood unit principle of development) and applying interim control.

Municipal Replotting Schemes

Normally it would have been impossible for the City to provide land for development as a result of the dramatic increase of population, particularly after 1947, had not the City established a Planning Department in 1950, and had not certain unique circumstances, offshoots of a curious history, exercised a dominant influence within the city in 1947. At that time the urban area was ringed by many acres of undeveloped land, subdivided in large and small parcels--the aftermath of land speculation as far back as the first decade of the century. Presumably because most of this land was owned by the City, the Council devised a policy of housing the expanding population in neighbourhood units which were comprehensively designed and constituted an orderly economic form of urban expansion. This was facilitated by "replotting schemes". The main purpose of the schemes was to permit the resubdivision of land into a form more appropriate to urban development than the uncoordinated and rather erratic patterns of subdivision which had been approved previously. It was necessary,

therefore, for all old subdivision plans to be cancelled and completely new plans drawn and registered. The resubdivided land could then be apportioned amongst the owners on an equitable basis. At first this was done simply on the basis of area, but it was later changed to assessed values.¹⁰

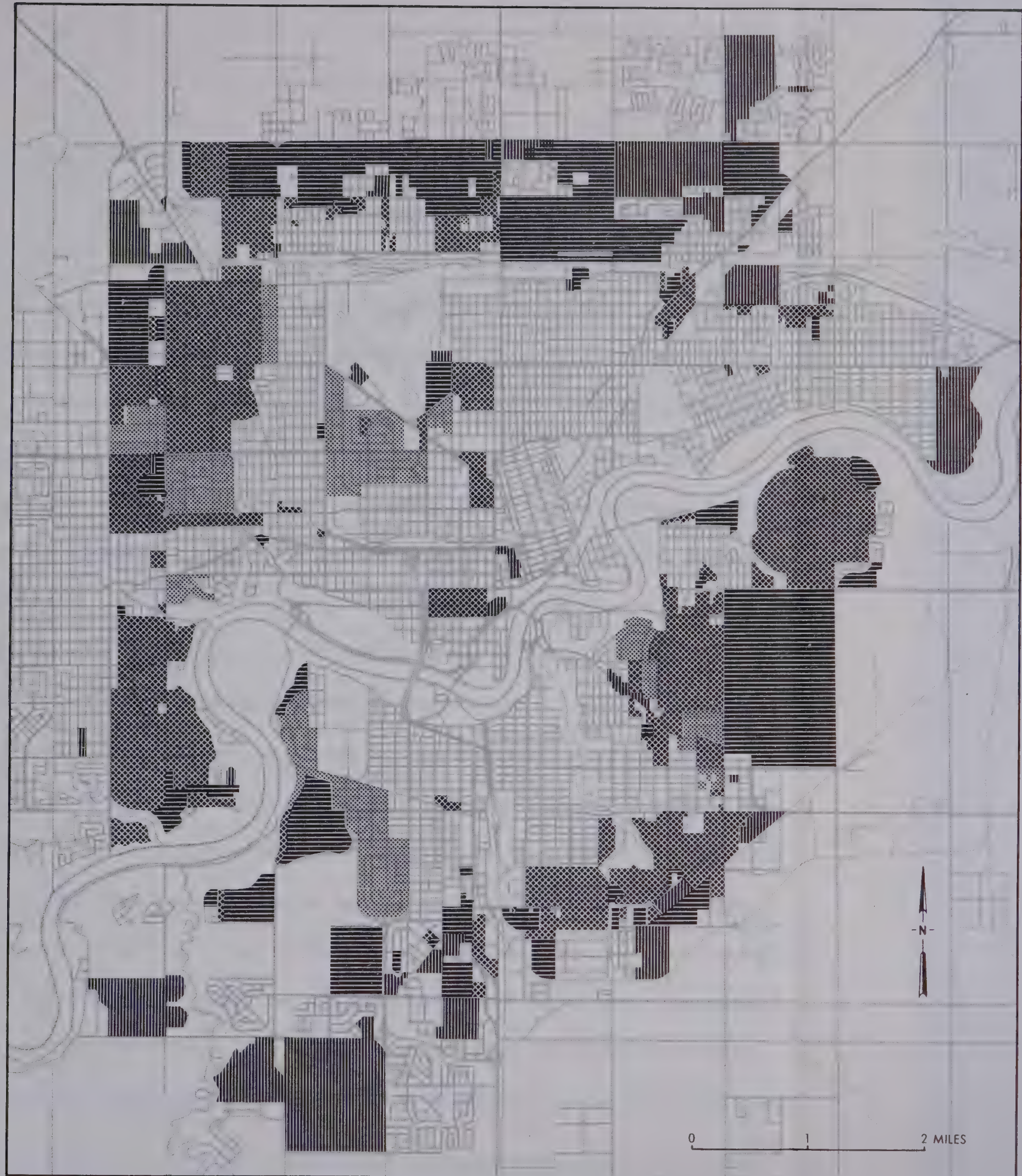
Replotting was authorized first by the Town Planning Act (1942) and later by the Town and Rural Planning Act (1950). Sections 34 and 62 of the latter Act outlined the methods by which a subdivision plan could be cancelled and substituted by another. Similarly it provided for the redistribution of the newly subdivided land among owners of the replotted lands. It also gave the municipal Council the right to approve a replotting scheme if consent was given in writing by owners of 60 per cent of the number of parcels affected by the scheme, with the proviso that their properties must account for 60 per cent of the total assessed value of the area under replot. If these conditions were met, the scheme could be approved by a two-thirds majority of the Council. Once the Council gave its approval, the new plan of subdivision could be surveyed, a new plan of the area drawn up, which, on being adopted by the Council, could be registered at the Land Titles Office and new titles issued.

The extent to which the schemes were carried out was underlined by the number of building permits authorized by the City between 1946

¹⁰ Minutes of Council Meeting, October 27, 1959.

and 1966--an annual average of 6,000 between 1947 and 1956, and 7,450 between 1957 and 1966. The replots for the same period are shown in Figure 33. The pattern of distribution is remarkably distinct and highly significant. Except those made in the Hudson Bay Reserve and small ones in one or two other areas, the replots show a distribution peripheral to the central part of the city--roughly north of the C.N.R. tracks (that is, 127th Avenue), west of a north-south line parallel to Groat Road, east of 89th Street and south of 76th and University Avenues. The significance of this distribution is its marked correlation with the lands forfeited to the City for taxes between 1920 and the early 1930s, except for the replotted areas in the southwest and extreme northeast (annexed after 1945), and the large replot in the east which comprised the Holt Farm and other lands bought by the City in 1951 to hold down land prices.

As mentioned, the only major development through replotting in the central part of the city was in the Hudson Bay Reserve (Fig. 33). Two factors accounted for this. The first was the desire to develop the southeast part of the airport into an industrial area, a utilities reserve, a park, and a site for the Northern Alberta Institute of Technology. The second was the wish, as shown in Chapter VIII, to provide a self-contained residential district, the plan of which was made in 1944 though not implemented owing to many difficulties. It was the intention of the Hudson's Bay Company to develop the property



EDMONTON
REPLOTTING SCHEMES
(1947-1966)

 1947-52

 1953-57

 1958-62

 1963-66

Source: *The City of Edmonton:*
Planning Dept. (Micro Films)
Commissioners' Files

Figure 33

but its plans were not accepted by the City. In 1951, at the suggestion of the Town Planner, the City purchased the remaining 103 acres for \$350,000 in order that it could have full control of the development,¹¹ and authorized the implementation of the plan for the south portion, prepared previously, and that for the northern portion, the park and recreational facilities between 111th Avenue and Kingsway, east of 113th Street.¹² Replotting schemes were also used to solve a perennial problem in North Beverly, but only after that town was amalgamated with Edmonton in 1964. The land lying north of 122nd Avenue, between 58th and 34th Streets, remained undeveloped for many years because the Town's sewer system could not be extended there, and because a proposed industrial ring road was to run through it, and its exact alignment had not been ascertained. And even when the location of the ring road was determined, the land could not be subdivided because the Town of Beverly did not have the necessary right of way for a new sewer main that would be required to service any property in the area. The solution, however, came with the amalgamation of Beverly with Edmonton in 1961, and by Edmonton's replotting scheme to develop the industrial ring road from Clover Bar Bridge to 58th Street, thence westwards to Santa Rosa Road at Fort Trail. The development scheme was authorized

¹¹ Commissioners' Report to Council, No. 8, 1951, and Council Minutes of the same date.

¹² Minutes of Council Meeting, October 22, 1962.

by the City's By-law No. 2523, passed on June 29, 1964. The road itself was designed to implement a vital part of the general plan for Edmonton.

City ownership of most of these lands--up to 90 per cent in many instances, and in others more than the 60 per cent required by the Town and Rural Planning Act--explains why it was relatively easy for the City to carry out replotting schemes. Thus although the City-owned lands had been off the tax-roll for years, it was nevertheless fortunate that, at the beginning of Edmonton's second economic boom, the City was not only possessor of a large number of serviced building lots, but was free to control land development which otherwise might have been hampered by dissenting landowners. If the City had not taken a dominant role in replotting the land, the physical form and the ordered development of the outer parts would have been markedly different, for the many landowners had varying attitudes on the form of the plan, the time of registration and servicing, and the character of the area. Areas most suited to development, physically and economically, might easily have been by-passed, causing significant transportation, utility installation and maintenance difficulties.¹³ Witness, for example, the difficulty encountered with three large replotting schemes in three new subdivisions (annexed areas) in 1964--Landsdowne, Petrolia and Delwood. For an average

¹³ Information submitted by the Commissioners to the Committee of the Whole Council, May 16, 1966.

of twelve months the City's Land Department tried to get private owners in these areas to agree to the replot plans and succeeded, except for one owner in each of the three subdivisions who refused to accept the land allocated by the City as "equitable and proper" for the land to be taken by the replot.¹⁴ According to Section 32 of the Town and Rural Planning Act, unless all the owners consented to the allocations made by the replot, the area could not be replotted. Section 37 of the Act also states that if the replot was not effected within six months of the filing of the resolution approving a replot that had been consented to by all the owners of the land, the Council should discontinue the scheme. A problem of this nature obviously means a considerable loss of time for the City's Departments, and worse, delay of development that was urgently needed. Thus if the City had not owned most of the land, the replot schemes would have been considerably held up because of the necessity to get individual landowners to agree to the re-allocations given. This would have been a most crucial problem because of the acute shortage of homes wrought by the rapid increase in population.

"Programmed" Development of Neighbourhood Units

Associated with the replotting schemes was the exercise of the Council's policy of "programmed" development, based on the

¹⁴Letter from the City Solicitor to the Hon. A. J. Hooke, Minister of Municipal Affairs, Government of Alberta, April 3, 1964.

neighbourhood-unit principle. The latter provided for self-contained units with safer streets, more privacy and the stabilization of land values (always a problem in Edmonton). This method of development was allowed under the authority of the Interim Development Order of 1950 and the Town and Rural Planning Act of 1951. The plans for the development of each unit were prepared by the City's Planning Department which incorporated in them the following land use classification: one-family dwelling units or low-density districts, two-family dwelling units or medium density districts, multi-family dwelling units or high-density districts, local business district, sites reserved for school purposes, sites reserved for parks and recreational purposes, and sites reserved for use of the public transport system of the city. This was the classification which had been decided upon for the evolving General Plan, and it was obviously important that the neighbourhoods should be treated as units of the total plan.

The scheme was authorized by the Council on May 14, 1951, when it passed By-law 1379 which prescribed regulations to be observed in the development of Parkallen District and of subsequent areas yet to be approved by the Council. Here was genuine planning which, though it lacked to some extent the "garden city" concept of Ebenezer Howard and his followers, and the grand touches of Le Corbusier's Ville Radieuse, nonetheless shows a predilection for orderly arrangement, the crux of town planning. After its successful application in Parkallen, the neighbourhood unit principle was applied to other areas of the city.

By-law No. 1417 (July 9, 1951) extended the same approach to the Prince Rupert, Queen Mary Park, Strathearn Heights and Belgravia areas. Later amendments extended it to North Glenora (By-law No. 1532, February 9, 1953), and Windsor Park (By-law No. 1570, November 9, 1953). With the replacement of Interim Development By-law No. 1339 with By-law No. 1988, September 1, 1959 (called Interim Development By-law No. 2), the Council resolved that all the development plans for the above areas, together with those of Idywylde, Sherbrook, Holyrood, and Woodcroft neighbourhood units, and all other neighbourhood unit plans under the replotting schemes adopted by the Council, should become part of the General Plan.¹⁵

An amendment of By-law No. 1988 in 1961, occasioned by the amendment of the Planning Act in 1960, further approved the inclusion of these areas in the General Plan.

The City's role in the replots (as agent for the landowners), the City's ownership of much of the land, and the Province's enabling legislation all combined to give Edmonton a distinct character; that is, a remarkable well-ordered development of residential and industrial units on the periphery of the city. Concurrent with the replots was the application of zoning. The City would evolve a replot plan of development, based on the existing Zoning By-law, and re-allocate lands to those persons whose lands were replotted, after deducting

¹⁵ Minutes of Council Meeting, September 28, 1959.

lands for schools, parks and other open spaces, and streets. City lands would then be sold to private concerns which carried out the type of development specified by zoning. In like manner private lands would only be used for the purpose for which they were zoned. Indeed, the initiative and guidance given the Council by the Planning Department in achieving this remarkable success may well be regarded as one of that Department's greatest contributions to the development of Edmonton.

"Programmed" Development in the Southwest Annexed Area

This area, comprising 10 1/2 sections (one section equals 640 acres) of land to the southwest, was annexed to the City in 1959. Before and after the annexation, according to statutory regulations, a sequence of development had been determined, based on engineering and other costs, and "having regard to considerations of orderliness, economy and convenience." The order of development had the approval of the Technical Planning Board and the Commissioners, and was adopted by the Council.¹⁶ Following Council's adoption of the order of development, two private developers, perhaps to test the reaction of Council and the machinery to control subdivision development, submitted an application each for residential subdivision in the annexed area, the Northwest Trust land, west of Whitemud Creek and the Westbrook Estates.¹⁷ It would appear that considerable pressure had

¹⁶ Minutes of Council Meeting, May 24, 1960.

¹⁷ Commissioners' Report to Council, No. 47, August 29, 1960.

been exercised on the Council to approve the application, for the City Departments declared in unusual boldness that the Northwest Trust land could not be completely and efficiently serviced with schools, arterial roads, City utilities, including public transport, for at least three years. (This, according to the provisions of the Surveys and Expropriation Act, would render the request null and void.) In like manner the Technical Planning Board, one of whose functions was to advise the Council, warned that the early sale of lots some years before they could be fully serviced might result in pressure being brought on the Council to develop the areas earlier than normally would have been the case.¹⁸ The Assistant Town Planner also advised that, if the applications were approved, Council would be required to determine many other similar applications in all those areas of the city which were expected to be made available for urban expansion during the next fifteen or twenty years; and if extreme pressure was to be avoided and the outward expansion of the city within the limits of the General Plan was to be "economically programmed," it was extremely important that the applications to subdivide land for residential purposes should reflect City policy as expressed in the Preliminary District Plan for the Metropolitan Area and the General Plan for the city.¹⁹ In sum, the Council could not approve the applications, having adopted the Preliminary

¹⁸ Loc. cit.

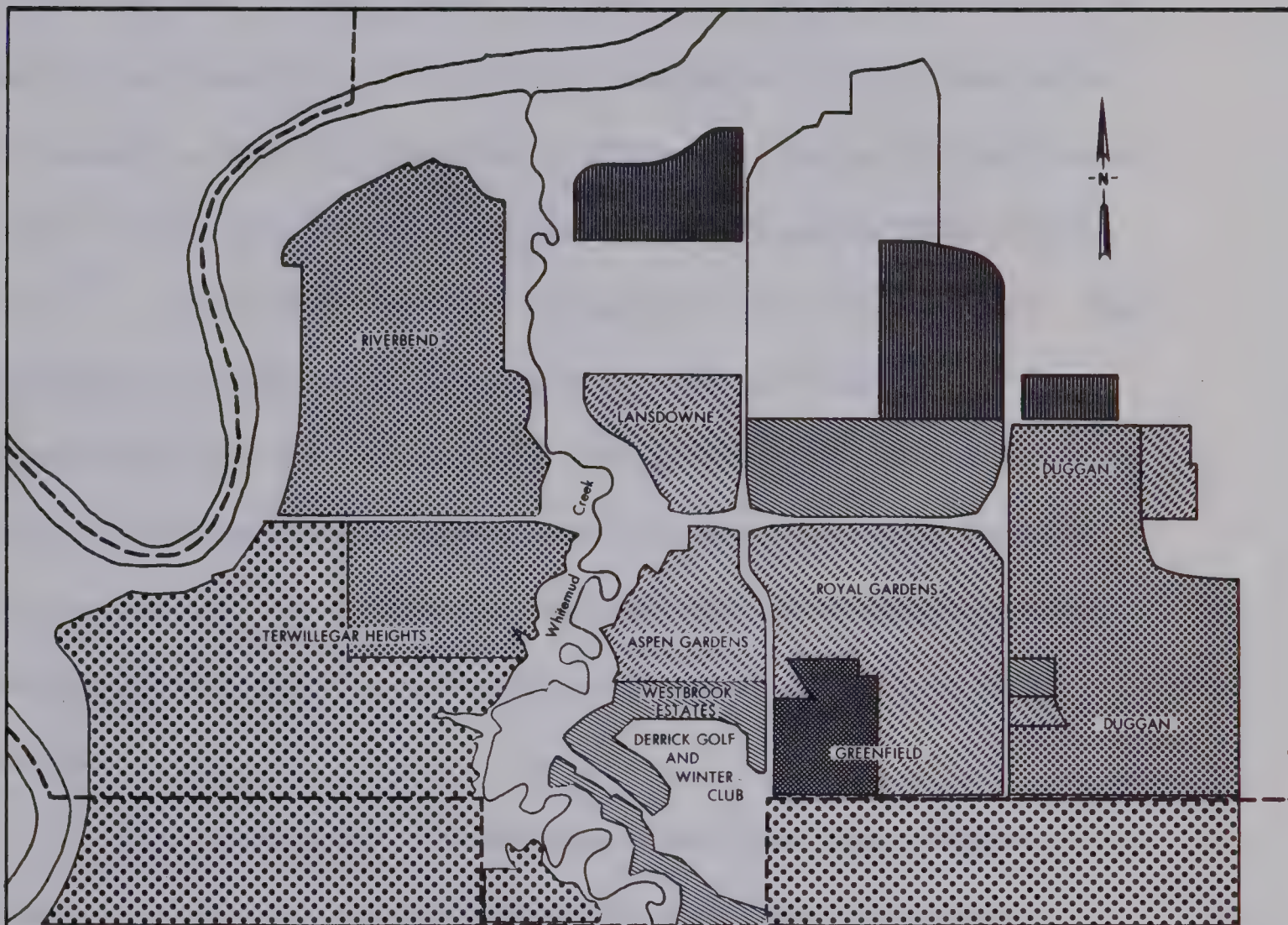
¹⁹ Memo for Assistant City Planner to Commissioner D. B. Menzies, September 6, 1960.

District Plan and being bound by provincial legislation to prepare a general plan which, like the Preliminary District Plan, aimed at avoiding premature subdivision of land. It could well have been that this policy, set by the Provincial Government, aimed to avert any tendency the City Council might have had to be unduly influenced. At any rate, this official policy made for the City's refusal of a large number of applications for subdivisions which bore no relationship to the replotting scheme proposed for each, or which might "prejudice" the possibility of future subdivision of the land.²⁰

In 1960 the Technical Planning Board recommended that the Council develop the area in stages and adopt it as part of the general plan,²¹ allowed under Section 71 of the Town and Rural Planning Act. After the proposal was discussed by the Parks and Recreation, Fire and Health Departments, the Utility Panel, and the Public and Separate School Boards, and the recommended order of priority for the various planning units had been worked out and agreed upon, the Council endorsed the recommendation to develop the area in the sequence shown in Figure 34. Here was a significant departure from the previous policy to plan one neighbourhood at a time. For the first time the planners began to plan sequences of neighbourhoods in very large development districts and in a much longer time context.

²⁰ Memo from the Chief Planner to Commissioner G. C. Hamilton, November 20, 1964.

²¹ Minutes of Technical Planning Board Meeting No. 42, April 21, 1960.



EDMONTON
SOUTH - WEST SECTOR
PROPOSED ORDER OF DEVELOPMENT

1961
1962

1963 - 66
1966 - 68

1968 - 71
1971 - 80

0 1000 FEET

Source: The City of Edmonton:
Planning Dept.

Figure 34

"Programmed" Development of Northeast Edmonton

The area generally referred to as the "Northeast Area" comprises eleven sections of land, shown in Figure 35. These were annexed to the city on January 1, 1961. Before annexation, and in anticipation of annexation, the City Planning Department proposed that the Council adopt a policy for an orderly sequence of development of the whole area.²² The peculiar needs of the northeast area were twofold. The first was to complete the development of the old subdivisions of Kensington, Rosslyn, Lauderdale, Glengarry, Baldwin, Belvedere, and an undeveloped area north of the then built-up area of Beverly. The second was the need for an orderly sequence of development in the new lands north of these subdivisions, that is, north of 137th Avenue.

The proposed plan of development was based on a logical sequence of service installations and a programme of roadway construction. It provided a residential expansion covering a period of twenty-five years and included not only the area to be annexed but the additional area north of the city, east of 97th Street and one section west of Griesback Barracks. The proposed order of development (Fig. 35) indicated the location of major roads, major recreational areas and commercial areas. Perhaps the chief purpose of the plan

²² The new official title of the Department, created by By-law 1930, passed on July 28, 1958. This By-law also changed the title of "Town Planner" to that of "Director of Planning".

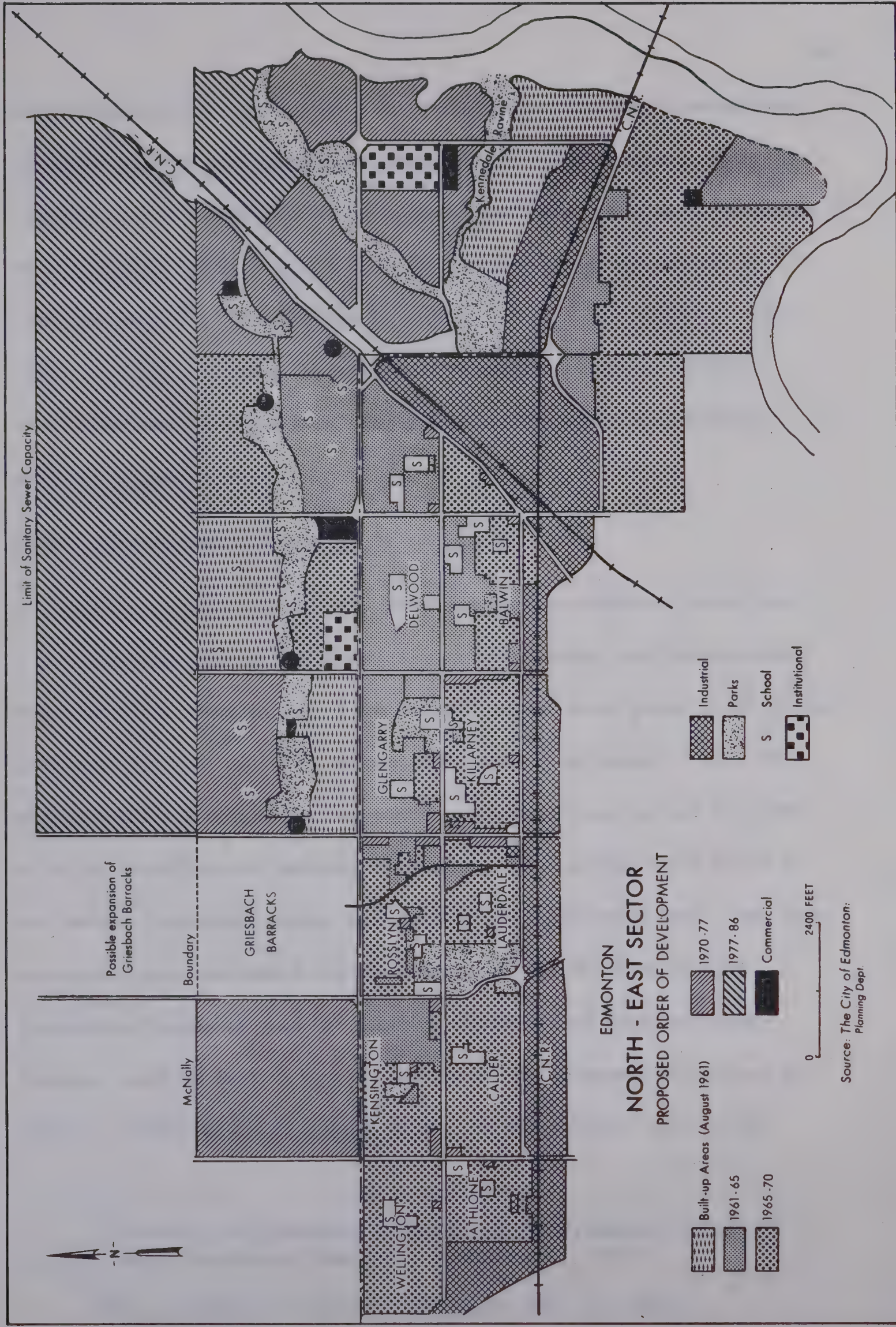


Figure 35

was to establish neighbourhood units one by one so that if growth was arrested by virtue of national catastrophe or other causes, the neighbourhood units would be able to support community and public utilities.²³ Also the plan, dated August 1961, was approved by the Technical Planning Board as a statement of policy, but was not adopted by the Council as a part of the General Plan. Notwithstanding, by 1966 it was clear that subdivision of land within the area had followed the original suggestions of the plan.²⁴

Other Developments Under Interim Control

(i) Off-Street Parking In 1950 street congestion made it clear that a better delineation of use districts was necessary, and explains why the first recommendations of the Town Planner were given to off-street parking. Four of these recommendations may be noted. First, the city should be divided into "segments or natural-use areas" in order to solve the off-street parking problem. These areas were shown to be planned industrial areas, the planned neighbourhood units, the large sports and recreational areas (including Clarke Stadium and the Exhibition Grounds), and the district shopping and business areas. Second, each landowner who contemplated development within any of the new industrial areas should furnish at least 20 per cent of his

²³ The City of Edmonton, "Report on the Proposed Order of Development, Northeast Edmonton," September, 1961.

²⁴ Commissioners' Report to Council, No. 81, 1966.

property for permanent off-street parking. Third, a separate zoning by-law with provisions for off-street parking should be passed for each neighbouring unit. Fourth, permanent off-street parking should be made an integral part of the plan for all sports and recreational areas, and the City should acquire land for such parking if necessary. All these recommendations were adopted by Council on March 8, 1951, which also authorized the City Commissioners to deviate from them if necessary.

(ii) Restricted Housing Areas One of the Council's novel achievements under Interim Development was the reservation of choice areas of the city, especially in parts of Windsor Park and Capital Hill, for good-quality homes, or put another way, the protection of high-priced homes from the incursion of lower-priced buildings. The owners of these homes had specifically requested the Council to exercise control over the matter. The Council, on the other hand, was free to indulge their fancy because it owned the major portion of the lands in the areas, and could and did make the sale of City-owned housing lots a means of control.²⁵

Under Interim Development these areas were designated "Restricted Housing Areas" and passed to an official group called the Architectural Panel which made especial effort to insure that such choice areas consisted entirely of high-priced homes. Equally, the Panel, in conforming with certain recommendations of the Bland, Spence-Sales Report adopted by Council, made quite certain that the architectural designs

²⁵ Report of the Town Planner, June 8, 1954.

were pleasing and satisfactory. Such a decision was necessarily subjective since the members of the Panel, while qualified men in their own professions, were four architects, an engineer, a real estate agent and a land assessor. Nevertheless, the Panel's vigilance and hard work contributed to the so-called "show places" of Edmonton, even if that connotation is repugnant to the less affluent.

(iii) American Railhead During World War II the area between 142nd and 144th Streets and 106A and 111th Avenues, commonly called the "American Railhead," was zoned "J" Heavy Industry. This was to allow the United States Army to build a number of timber warehouses served by a railway spur leading from the old C.N.R. line at 142nd Street and 106A Avenue (Fig. 36). Following the war an urgent demand for warehouse and heavy manufacturing sites in Edmonton influenced the Council to purchase the warehouses from the War Assets Corporation of the Federal Government, and to subdivide the land into a number of parcels for sale (Fig. 36).

The Interim Development By-law No. 1339 (1950) gave the City the chance to correct what was obviously an error in town planning, for in the Town Planner's opinion, the most logical use of the land was residential. Under this By-law the City could institute a new classification of land use for the Railhead, with which the buildings on it automatically became non-conforming, and could not be altered or extended; alternatively the City could restrict industrial zoning to



Figure 36

the area already developed and return the rest to residential use. The first alternative was recommended to Council by the Town Planner²⁶

...as the effects would be tantamount to restricting industrial buildings to those that exist now and would not permit any major additions or alterations, or new industrial buildings to be built henceforth. Existing buildings could then be considered for removal under a separate long-term, clearing-up plan.

This recommendation accorded with the agreement made by the City and the Canadian Pacific Railway Company in 1951 to convert the short Railhead and Industrial area north of Whyte Avenue (owned by the C.P.R.) to residential uses over a period of twenty years.²⁷ The agreement was prompted by Interim By-law No. 1339 which allowed the Council to plan the development and use of land within the city limits in an orderly manner. In other words, this agreement corrected an error in development before 1950, similar to that made in the American Railhead north of 106A Avenue. In this respect the Town Planner's suggestion mentioned above was of significance. It was later supported by a proposal by the Interim Development Appeal Board to change the use-classification of the Railhead District from "J" Heavy Industry to "B" One-Family Dwellings.²⁸ The proposal further stated that the lands were to be integrated into the surrounding

²⁶ Letter from Town Planner, Noel Dant, to the Mayor and City Commissioners, November 23, 1951.

²⁷ The agreement was signed January 25, 1951.

²⁸ Letter from Miss Lyla Norgen, Secretary of the Interim Development Appeal Board, to the City Clerk, April 14, 1952.

area as part of a proposed neighbourhood unit plan, but that in view of the representation of the owners and of the special circumstances under which the lots were established and developed as industrial sites, the City should negotiate with reasonable promptness, before the change was made, for the removal and relocation of the industries established on the site.

The recommendation was endorsed by Council in a motion which ran:²⁹

That the matter be referred to the Commissioners to negotiate with the owners for the relocation of the industries so that the area may be developed for residential purposes.

By individual arrangements with the companies the City acquired, by the end of 1955, 27.89 acres (with 12.26 acres to be acquired) of the site after paying to these companies \$351,650 (Table XXXIV) for compensation and for meeting their other demands.³⁰ In some cases, the demands included the levelling and grading of new sites preparatory to building, and the provision of water and sewerage and spur lines. At first this sum, to which much be added the amounts paid for the removal of the remaining companies, seems a high price to pay for an error in planning, or for non-planning. Yet the City regained much, if not all, that it spent to compensate the manufacturing firms.

²⁹ Minutes of Council Meeting, April 28, 1952.

³⁰ Answers to Enquiries of the Council, December 12, 1955.

TABLE XXXIV--CITY OF EDMONTON'S ACQUISITION OF THE
AMERICAN RAILHEAD, 1955

MANUFACTURING COMPANY	AMOUNT PAID BY CITY TO EFFECT REMOVAL OF PLANT
Stein Structures	\$41,465.20
Engineering Department--new spurs ^a	31,231.18
Machinery Construction & Repair Ltd.	16,000.00
Northern Alfalfa Products Ltd. ^a	26,500.00
C.N.R. re trackage connections ^a	6,719.40
Pacific Petroleums Ltd.	33,000.00
Haliburton Oil Well Cementing Co. Ltd.	23,389.13
Stewart Petroleums Ltd.	21,500.00
Imperial Oil Ltd.	45,420.00
Northwestern Utilities	835.38
Vieweger Construction Co. Ltd.	13,000.00
Alberta Steel Products Ltd. ^a	72,590.67
Lufkin Machine Co. Ltd. ^a	20,000.00
TOTAL	\$351,650.96

^aItems that did not go before City Council

Source: Answer to Enquiries of Council, December 12, 1955;
Minutes of Council Meeting, December 12, 1955.

For instance, in January 1956 it sold one of the blocks acquired, about 2.15 acres, for \$31,600 and the building on it for \$1,850.³¹

(iv) The South Garneau District The development of the University District in the Garneau area, was proposed by the Planning Advisory Commission in 1960. The recommendation of the Commission was that the Garneau area on the west side of 109th Street should be reserved for general commercial uses, the east side of 112th Street from 82nd to 87th Avenues for restricted commercial uses, and the

³¹Answers to Enquiries, January 9, 1956.

area between 82nd and 87th Avenues for various classes of residential and institutional uses. It recommended, further, good parking standards and gave encouragement to underground parking structures. In the belief that the developed area would "relate to and cater directly for the needs generated by the University campus and hospital", the Council approved the recommendation on June 10, 1963, and on August 12 of the same year decreed that the area should be zoned rather than left under Interim Development Control.

(v) Apartment Districts Again, under Interim Control the Council created a number of major apartment districts (Fig. 37). The determining factors were largely geographical: proximity to the downtown area, the major arteries to and from the central business district, the University, and the river valley, the central recreation area.

(vi) Radial Park and Brown Estate Another development which immediately attracts attention is the Radial Park and Brown Estate, a triangular piece of land bounded by 142nd Street and St. Albert Trail and 137th Avenue. It was given exclusively to industries. There were certain strong factors that made this area suitable to industrial development. It was one of the few remaining large tracts of land owned by the City.³² It was unsuited to residential development because

³²Letter from W.R. Brown, Director of Planning, to Mr. Frank Marlyn, Director of Edmonton District Planning Commission, March 31, 1960.



EDMONTON
**INTERIM DEVELOPMENT CONTROL,
 APARTMENT DISTRICTS**
 (1963)

 High Density
 Medium Density

----- Special Area
 - · - · - Central Business District

Source: *The City of Edmonton:*
 Planning Dept.

Figure 37

of its isolated position in relation to adjacent trackage and industrial land. Industrial zoning would safeguard a lower density of development of the northwest fringe of the city limits. And sewers were available immediately to the south of the C.N.R. on 146th Street and could be extended to service the area. On March 14, 1960, Council decreed that all City-owned land in the limits mentioned above must be reserved for industry.

3. PROGRESS TOWARD A GENERAL PLAN

District General Plan, Metropolitan Section

As stated before, the recommendation of the Bland Spence-Sales report relative to the creation of regional planning board was incorporated into the amended Town and Rural Planning Act. Endorsement of the recommendation was clearly an admission that good planning tends to disregard statutory boundaries of cities and municipalities. It also supported the professors' belief that Edmonton's development along sound and economic lines could not be realized until overall planning had been attempted by both neighbouring municipalities and the City itself. Almost every phase of physical growth within the city called for joint planning with the surrounding localities.³³ Certainly

³³ Report of the Director of Planning, Department of Public Works, Government of Alberta, addressed to the City Council of Edmonton, December 3, 1949.

this was true of the siting of new industries, the regulation of residential development, the extension of utilities beyond the city limits, and the location of main roads leading into the city.

As the role of the Commission was to be advisory there was no chance of its usurping the authority of the Council to deal with planning problems that affect an individual municipality. The Town or City Council was free to accept or reject the recommendations of the Commission whose planning area comprised a radius of some fifty miles from the centre of the city of Edmonton.³⁴

One of the first achievements of the Commission was the preparation by its planning technician of "A Proposed Broad Land Use Plan for the Edmonton Metropolitan area." The plan was an attempt to control sporadic growth on the outskirts of the city before planning could be attempted for the neighbouring municipalities. It proposed four broad land use classifications:

1. An "A" Zone Green belt. This zone was devised to provide a permanent green buffer, eventually a parkland area, between residential and industrial areas. Its other purposes were to preserve the natural amenities, such as creeks, valleys and ravines, provide

³⁴ The planning area covered all the territories of the member Municipalities: Beverly, Jasper Place (both since amalgamated with the City), Fort Saskatchewan, Morinville, Leduc, St. Albert, Devon, Stony Plain, Calmar, the Municipal Districts of Stony Plain No. 84, Sturgeon No. 90 and Leduc No. 75, and the villages of Warburg and Thorsby.

a space for recreational facilities, and prevent the sprawl of uneconomic urban development into rural areas. For these reasons no industrial, residential or commercial development was to be permitted. Institutional buildings with large landscaped gardens, cemeteries, and certain agricultural pursuits (no less than twenty acres in some areas and a minimum of fifty acres in other areas) were however approved.

2. A "B" Zone Green belt. Here, as in the "A" Zone, the intention was to prevent uneconomic sprawl of urban development over the countryside; to secure a suitable location for market gardening, poultry and dairying activities on which the urban area greatly depends; and to accommodate motels and recreation areas. The zone was to be flexible enough to allow, when economic and engineering factors dictated, the accommodation of large basic industries, or planned industrial subdivisions, and small-holdings or hamlets, well set back from the highways and suitably landscaped. Institutional buildings and recreational uses were also allowed in approved locations.

3. Urban Land Use Zone. This was the zone reserved for residential development and related commercial and light industries. It was designed to reserve sufficient land for residential locations adjacent to industrial zones--to balance housing demands resulting from industrial and related development. Within it some market gardening and general farming, small and large parks and playgrounds, and institutional buildings were allowed.

4. Industrial Zone. This zone was given only to industrial development and limited largely by noxious odours and nuisance effects. Service stations and restaurants were also permitted.

The Plan also reviewed the physical factors that governed the limits of urban development in Jasper Place, Strathcona and Beverly. In Jasper Place, about a mile west of the Edmonton city limits, in the vicinity of 163rd Street and 101st Avenue, the land falls gently to the west; while a depression crosses the entire western boundary of the Edmonton metropolitan area into the town. Much of the land in the depression is muskeg, and although drained, was thought to be unsuited to residential development. Also the whole area west of Jasper Place drains to the North Saskatchewan River, up-stream from the City of Edmonton. Since raw sewage cannot be dumped into the river upstream from Edmonton, the area west of Jasper Place could be serviced with sewers only at great expense. Either a highly efficient treatment plant or an elaborate system of pumps, coupled with a new sewer trunk to the Edmonton disposal plans, was necessary.

The Strathcona area was dominated by heavy industry, and residential development in close proximity to heavy industry was thought undesirable because of noxious odours, fire hazards and unpleasantness. Further, to the north of the Clover Bar highway, the Gallinger and Pearson farms formed an effective barrier between residential development and the oil industry. A deep ravine formed the eastern boundary of the Pearson farm to cut off the McColl Frontenac

oil refinery and the building products factory from proposed residential development. To the west of the ravine a large area of abandoned gravel pits extended southward to form a wedge of potential parkland. And the area delimited by the river, the Clover Bar highway, and the C.N.R. main line, with the exception of the areas occupied by the British American and Imperial Oil refineries and the Interprovincial Pipeline establishment, was almost completely undermined. Therefore the susceptibility of this area to subsidence was a hindrance to residential development, as indeed to utility installations.

In like manner Beverly was not suited to residential development, circumscribed as it was by the C.N.R. main line on the north, the City of Edmonton on the west, and the Saskatchewan Valley on the east. The land was pitted with subsidence from old coal workings, and was suited more to the development of parkland.

The Broad Land-Use Plan was almost entirely in keeping with the evolving General Plan of Edmonton. Amended as the Outline General Plan, it was approved by the Edmonton Town Planner and adopted in principle by the Edmonton City Council and all other member municipalities of the Commission, except Strathcona which withdrew its membership in 1954.³⁵ Strathcona's withdrawal was in response to the decision of the Edmonton City Council in November 1951 to oppose

³⁵ Commissioners' Reports to Council, No. 26, August 11, 1951, and No. 20, June 27, 1955; and Minutes of Council Meeting, September 21, 1957.

Strathcona's plans for a satellite town, "Cambelltown". Through its Town Planner, Edmonton claimed that the proposed town site would be a residential dormitory town either for the workers of Edmonton or in the Strathcona industrial area; and that it was too close to the city to qualify as a satellite.³⁶ However, Strathcona's reason was its dissatisfaction with the time taken for subdivisions to be approved by the Commission, and its objection to the interference of the Commission in the plans for subdivision.³⁷

The withdrawal of Strathcona was to frustrate the decisions of the Edmonton City Council, based as they were on provincial legislation. After Strathcona withdrew from the Commission, most of the applications to the Provincial Planning Board for development of properties within the two-mile fringe-area adjoining the city limits came from the Municipal District of Strathcona. Many of the plans approved by the Board included features that did not conform with the plans adopted by the District Planning Commission, and by the City of Edmonton, despite Edmonton's objection.³⁸ The unsatisfactory nature of the problem was heightened further by the fact that Edmonton could not, under provincial regulations appeal the decisions of the Provincial Advisory Board.³⁹ By resolution, however, the City Council

³⁶ The Province of Alberta, "Planning in the City, the Metropolitan Area and the Region", January 1956.

³⁷ Loc. cit.

³⁸ Commissioners' Report No. 20, op. cit.

³⁹ Minutes of Council Meeting, June 27, 1955.

requested the Government to give consideration to Edmonton's cause. Possibly because of this request, and certainly as a result of the continued population growth and urban development beyond the city limits, that part of the Town and Rural Planning Act that deals with district planning was severely amended in 1957 to alter the status of the District Planning Commission from an advisory to a zoning body. Possibly again it was due to Edmonton's needs, outlined in its final statement to the Royal Commission on Metropolitan Organisation (the McNally Commission) for a district planning body with zoning powers to cover the entire industrial, commercial and residential community of Edmonton and its environs.⁴⁰ And possibly it was the result of the findings of the Commission, or the combination of all these factors. Since it reflects the wishes of the City Council of Edmonton it may well be said that the Council was the force majeure behind provincial legislation and behind the metropolitan plan.

The Preliminary District Plan, Metropolitan Section, was adopted by the District Planning Commission on January 8, 1958. It was later revised and adopted both by the Commission itself (June 7, 1961) and the Provincial Planning Advisory Board (July 19, 1961). As requested by the Provincial Government, the Plan designated regional land-use zones, defined the uses within the zones, established

⁴⁰Final statement on behalf of the City of Edmonton to Royal Commission on Metropolitan Organization", April 1955.

stages and sequence of development, and made proposals for the provision of roads, public services, public buildings, schools, and parks. Ten general zones were established: General Urban, General Urban Reserve, Major Industrial, District Recreation, Country Residence, Small Holding, New General Urban, High Density Agricultural, Low Density Agricultural, and Airport. These established for the first time a regional framework within which the municipalities could carry out their detailed zoning plan.

The City's General Plan

The Interim Development By-law No. 1339 was amended ten times up to 1958, as shown in Table XXXV. By 1959 its provisions

TABLE XXXV--AMENDMENTS TO INTERIM DEVELOPMENT
BY-LAW NO. 1339, 1951 TO 1959

BY-LAW NO.	DATE PASSED	PURPOSE
1362	Feb. 12, 1951	Regular meetings of Appeal Board
1455	Jan. 28, 1952	Land use classification and Appeal Board
1536	Mar. 9, 1953	Development of lands or buildings for business
1633	May 25, 1954	Composition of Architectural Panel
1650	Sept. 13, 1954	Meaning of "development"
1712	June 27, 1955	Architectural Panel
1722	Mar. 26, 1956	Land-use Classification and Appeal Board
1734	Oct. 6, 1955	Notice of decision of appeal
1759	Feb. 13, 1958	Repealed By-law No. 1650
1933	Nov. 24, 1958	Regulations governing property
1988	Sept. 1, 1959	To continue Interim Development in City

Source: The City of Edmonton Planning Department

were not consistent with those of the Town and Rural Planning Act which itself was amended in 1955. Consequently, By-law No. 1339 was replaced by By-law No. 1988 which incorporated those powers and duties that pertain to interim development as authorized by the revised Town and Rural Planning Act of 1955. The main purpose of By-law No. 1988, however, was to continue Interim Development Control, and this it did to March 22, 1965, with many amendments, when it was replaced by By-law No. 2624, to be discussed shortly.

Under Section 7 of By-law No. 1988 all the plans of subdivisions which were approved by the Council and which were given zoning plan numbers, were declared to be a part of the General Plan.⁴¹

Charged with the duty of formulating a General Plan and a Zoning By-law, pressed by the Provincial Government to have the work done for both, and failing after nine years of Interim Control to do so, the City Council had become desperate. So much depended on the Plan which had been evolving since 1929. By the end of 1960 uncertainty clouded many aspects of land development in Edmonton; private and public long range plans could not be undertaken with confidence; transportation, urban renewal, development of parks and the Civic Centre--these and other civic matters awaited statements of

⁴¹ Minutes of Council Meeting, September 15, 1959.

public policy.⁴² Further development of the city seemed impossible without the General Plan.

The Mayor, Elmer Roper, was fully conscious of this, as was the Provincial Legislature which replaced the Interim Development Control Order No. 1 (By-law No. 1339) with Interim Development Control Order No. 2 (By-law No. 1988) whose provisions were designed to foster a speedy completion of the General Plan. Despite objections from some quarters, the Mayor pressed for the appointment of a Planning Advisory Commission which was authorized eventually by By-law No. 2021, passed on December 21, 1959.

The main function of the Commission, which comprised three paid members, was to expedite the completion of the General Plan and the zoning by-law, to be submitted to Council as a complete work or in parts as each was ready. Within a year after the Commission assumed its duties the Council was given, perhaps for the first time, encouraging information about the Plan. The table of contents had been decided upon. Various special reports, including those on the Civic Centre, Garneau, Land Development Policy and the Edmonton District Planning Commission, had been incorporated into the Plan, together with the planned neighbourhoods. The purpose of this report was to stimulate interest, which it did, for on its release several

⁴²Letter from the Mayor, Elmer Roper, to the President of the Edmonton Branch of the Community of Planning Association of Canada, November 26, 1959.

developers expressed a ready interest in areas of proposed development.⁴³

The Commission gave priority to the preparation of Zoning By-law No. 2135, which the Council passed on October 2, 1961. The primary purpose of the Zoning By-law was to control the planned and developed residential and industrial districts of the post-World War II period. These districts occupied some 35 per cent of the area of the city in 1961.⁴⁴ In 1962 the Zoning By-law was extended to cover the river valley, and the residential districts, developed between 1961 and 1962. The areas that were not covered by zoning in 1964 were the downtown area; the major apartment districts; the linear commercial development along Whyte, 111th and 118th Avenues, and 124 Street; the Municipal Airport; and in the annexed areas of Beverly, Jasper Place and Strathcona.⁴⁵ These unzoned areas came under the control of the Development Control By-law No. 2624, passed on March 22, 1965, as a result of the Development Control Order No. 1 of the City of Edmonton, dated December 1, 1964, and amended on December 31, 1964. This By-law allowed only "permitted development", that is, building operations which required a building permit which was obtained only after a development permit was issued. In effect

⁴³ Report of the Planning Advisory Commission, November 17, June 1961.

⁴⁴ The City of Edmonton, Land use Classification Guide, August 1964, p. 1.

⁴⁵ Minutes of Council Meeting, January 27, 1964.

the purpose of this By-law was to control development until the general plan was adopted. By so doing the Council ensured that development would be orderly and in keeping with the general plan, then in preparation.

Augmenting this control of development was a Land Use Classification Guide which the Council adopted on November 23, 1964, and which set rigid requirements. Thus, while some 80 per cent of the city was controlled by Zoning By-law 2135, the remainder came under the control of Development Control By-law No. 2624.

Similarly the Commission attacked the preparation of the General Plan with vigour, engaged the services of many consultants for technical studies, and fully used the personnel of the civic administration. The result of this concerted effort was the completion of a draft of the General Plan - Part I, consisting of thirteen chapters. The remaining part (six chapters) which dealt with urban renewal, capital budgeting, financing, and other administrative matters, was presented to Council in 1964. The purpose of the Commission thus achieved, the members resigned their positions and the Council repealed By-law No. 2021.

The draft plan was more a series of studies than a statement of policy. It was not a master plan or, according to Alberta's legislation, a 'General Plan'. The recommendation of the City Planner, after the second part was presented, clearly testified to this. He suggested that the Council should authorize the preparation of a general plan statement which should review the major policies and

recommendations contained in the nineteen volumes of the Preliminary Plan and which should be given the widest publicity.⁴⁶ It was at this time that the City Planner recommended that the Council should adopt by resolution the Land-Use Classification Guide, and the Schedule of Permitted Uses and Regulations. This recommendation was adopted on November 23, 1964, and endorsed by the Provincial Planning Board of January 13, 1965. The main purpose of the Land Use Classification Guide was to ensure that development in unzoned areas could be related to the general planning policies of the community, and to minimize the danger of erratic, unfair and inconsistent decisions on individual applications. However, before this, and under the 1963 Planning Act (Section 105),⁴⁷ the Council had authorized the Chief Planner, who is the Development Control Officer (authorized by Section 7 of Development By-law, No. 2), to process development applications on behalf of the City for the unzoned areas. This was in fact a duplication of regulations; and created a major problem. Appeals could be made to two bodies instead of one: the Appeal Board or the City Council through the Development Control Officer. If a person was not satisfied with the decision of the one, he could appeal to the other. It was to clarify the matter for the public, the developers

⁴⁶ Memo from Assistant Chief Planner, S.C. Rogers, to the City Commissioners, November 4, 1964.

⁴⁷ The Town Planning Act, Chapter 43 of the Statutes of Alberta, 1963.

and the city administration, and to ensure that development in unzoned areas was related to the principle of the General Plan, that the Council adopted the Land Use Classification Guide which up to the end of 1966 had been implementing the development, especially of the downtown area, with reasonable success.⁴⁸

CONCLUSION

From the foregoing it is enough to conclude that town planning in Edmonton is deeply rooted in provincial legislation and that constant changes in that legislation have resulted in changes in the City's planning policies, though in reverse, many of these policies have initiated changes in provincial legislation.

From 1946 to 1950 the City of Edmonton continued to amend the Zoning By-law (No. 26, 1933), and thereby sharpened the confusion that had already been made manifest in the use-districts, and which had already been wrought by previous amendments of the By-law. By 1950 the use-districts which the By-law had hoped to establish and delineate, could not be delineated because of permitted invasion of other uses. Confusion invited the appointment of Bland and Spence-Sales, professors of town planning at McGill University, to examine and report on the state of Edmonton's physical development and administration under the provisions of the Town Planning Act of 1929. Their pregnant report made for the appointment of a Town

⁴⁸ Commissioners' Report to Council, No. 92, September 12, 1966.

Planner and a Town Planning Department and marked changes in provincial legislation. It resulted in Interim Control having established in Edmonton while a General Plan and Zoning By-law were being prepared. Concurrently the City adopted replotting schemes, dictated by provincial legislation. The lands replotted were largely owned by the City and thus facilitated the easy adoption and implementation of a neighbourhood-unit principle of development to which zoning regulations were applied. These civic policies, necessary for land development and control, have sustained an ordered, staged or "programmed" development of neighbourhoods (incorporated into the evolving General Plan) around the central part of the city which, up to 1966, was under Interim Control. The policies also provided the city with a Preliminary General Plan and gave promise of a completed General Plan by 1967. In concert with provincial legislation, these policies further contributed to the control of the metropolitan area through a District Planning Commission and its Preliminary Plan, Metropolitan Section, adopted both by the City of Edmonton and the Provincial Government.

Thus by the end of 1966 the pre-1914 land-boom ghost that haunted Edmonton was exorcised and the ill effects which resulted from adopting a zoning-by-law before a master plan were almost wholly removed.

CHAPTER XII

COUNCIL'S POLICIES ON THE USE OF CITY-OWNED LANDS:PARKS AND RECREATIONAL AREAS

1. THE NEED FOR DEVELOPED PARK AND RECREATIONAL FACILITIES

The phenomenal rise in population, together with the physical expansion of the municipal area, at the beginning of the post-World War II era left no doubt that more parks and recreational facilities would be needed and would command imperative action by the City Council. In fact, by the end of 1946 the developed park facilities were taxed to the limit,¹ a situation that called for an extended parks programme. Two years later the need had become sufficiently acute to cause the Council to approve a recommendation by the Town Planning Commission to re-zone a certain area of the city from a "B¹ Classification One Family Dwelling District," and from an "F Local Business District" to an "A Public Parks District."² This re-zoning of non-park areas to park areas was to be repeated many times.

The recommendation of the Planning Commission and its adoption by the Council brought into focus two matters of far-reaching

¹ The City of Edmonton Research Commission, Report to Council, December 6, 1946.

² The Districts were bounded on the north by Kingsway and Portage Avenues, on the east by 109th Street, on the south by 111th Avenue, and on the west by 115th Street (Minutes of the Council Meeting held November 22, 1948). These Districts were set up by Zoning By-law No. 26 in 1933.

importance. These were later underlined in the Bland Spence-Sales Report of September 1949. Certainly previous Councils had provided a central park system and created small parks, but many of these park areas had remained undeveloped, and according to petitions to the Council, full of potholes and dangerous to children. Nor did these small parks accord with provincial legislation which early decreed, in the Town Planning Act of 1929,³ that every subdivision of an area in excess of five acres must reserve at least 10 per cent of the total area, and not less than two acres, for public purposes, a half of which must be reserved for park purposes only. The undeveloped nature of the small parks is easily explained by the years of depression and war. The developed areas, largely recreational, were Victoria Park, Renfrew Park, Borden Park, Clark Stadium, the South Side Athletic Grounds (where the Strathcona Composite High School now stands), the adjacent area used by the South Side Businessmen's Association (sanctioned by the Edmonton-Strathcona Amalgamation Agreement), and those golf courses (see above, p. 189) which were leased to private groups. These facilities had become inadequate for Edmonton of the post-World War II period. A wider distribution of developed open-space amenities was required in the new outlying residential areas.

Second, Council's decision to re-zone certain use-districts to "A Public Parks District" demonstrated most clearly that the mere

³Town Planning Act, 1929, Regulations in Regard to Subdivision of Land, Section 23, Chapter 14, para. 13.

division of the city into a number of use-districts was really not planning.⁴ Moreover, the mere zoning of an area as an "A Public Parks District" was no guarantee that it would be used as such, for many of these "A Districts" were privately owned. These private open spaces did not cater to the public, and their re-zoning could not possibly meet the needs of the growing population. Admittedly, re-zoning of municipal lands which were vacant and undeveloped did promise added park facilities.

On the other hand, residents of various parts of the city made quite certain that the City Council should constantly be reminded of the acuteness of the need. From 1951 they began to petition the Council to develop or to provide more lands in their immediate districts for park purposes, the petitions becoming more numerous in 1960. It would be wrong to regard these petitions merely as criticisms of a parsimonious lack of urgency by the Council to provide park and recreation facilities. Rather they showed that developed park and recreation facilities were lacking in areas of recent growth; that is, the developed facilities were badly distributed. They reflected creditably also the public consciousness of the people of Edmonton who demanded open spaces and who fill them when they get them, especially on summer evenings or week-ends.

The petitions also revealed the shortcomings of the park system

⁴Minutes of Council Meeting, November 22, 1948.

in Edmonton after 1945. One group of petitioners argued that the lack of play areas in the southeast section of the city typified what was common not only to Edmonton and Alberta but to the whole of North America; that is, their community was developed largely by one contractor who built only on the lots he owned. The small lots, owned by small contractors, which were then vacant, served as playgrounds for the children in the neighbourhood until they, too, were built on. Thus the area was left without play fields, except the school grounds. The petitioners urged that since the population of the southeast area had grown to more than 3,000 people, they required recreational sites for children of pre-school age, for field games, and for other activities.

A second group of petitioners, concerned about the need for recreation in general and playgrounds in particular, requested the immediate development of the community park areas in many parts of the city.

2. MEASURES ADOPTED BY COUNCIL TO PROVIDE PARK AND RECREATIONAL FACILITIES

Thus made aware and convinced of the urgent need for park facilities in the city, the Council took measures to develop the undeveloped park areas and to procure more land for parks. Both of these tasks demanded much capital, which money by-laws were designed to provide. Table ~~XXXVI~~ shows that in four years, 1954

TABLE XXXVI--MONEY BY-LAWS PASSED--PARK IMPROVEMENT
AND RECREATION FACILITIES, 1954-1957

BY-LAW NO.	DATE PASSED	AMOUNT	PURPOSE
1673)	Nov. 8, 1954	125,000	Parks, Borden Park
1658)		91,500	Swimming Pool
1727)	Nov. 29, 1955	400,000	Zoo development
1728)		250,000	Parks
1774	April 9, 1956	359,000	Parks, Playground
1874	Dec. 5, 1957	200,000	Parks improvement
TOTAL		\$1,425,500	

Source: Council Minutes, 1954 to 1957.

to 1957 inclusive, by-laws were passed to provide a total of \$1.4 million. But clearly, if the parks were to be developed and more parks established to meet the requirements of an expanding urban community, the total amount of \$1.4 million was truly conservative and would need to be augmented, despite the criticism of the Edmonton Property Owners Association which regarded the 1957 outlay for parks development as "unnecessary and extravagant."⁵ This is shown by Table XXXVII, from which it can be decided that the annual average expenditure for parks from 1947 to 1959 exceeded \$520,000, while that between 1960 and 1966 rose to nearly \$2.3 million, with the creation of a Parks and Recreation Department. But do these figures reveal anything else apart from yearly increases? They

⁵ Minutes of Council Meeting, April 8, 1957.

TABLE XXXVII--PARK EXPENDITURE--REVENUE

1947--1966 (\$000)

YEAR	TOTAL EXPENDITURE	REVENUE	EXPENDITURE LESS REVENUE
1947	182.8	61.0	121.8
1948	189.3	74.9	114.4
1949	228.3	89.1	139.2
1950	248.9	104.9	144.0
1951	382.8	136.7	246.1
1952	407.7	178.2	229.5
1953	466.3	188.6	277.8
1954	539.3	201.0	338.3
1955	639.3	227.9	411.4
1956	716.2	252.8	463.4
1957	894.2	273.1	621.1
1958	946.6	308.4	638.2
1959	1,025.7	399.9	625.8
1960 ^a	1,128.0	439.0	692.0
1961	1,630.7	474.6	1,156.1
1962	1,824.8	477.3	1,347.5
1963	2,143.3	674.8	1,468.5
1964	2,523.4	719.3	1,704.1
1965	3,019.9	865.1	2,154.8
1966	3,824.2	983.3	2,840.1
TOTAL	22,961.7	7,129.9	15,734.9

^aThe figures for 1960 to 1966 inclusive represent Expenditure and Revenue for parks and recreation.

Source: The City of Edmonton, Financial Statements and Reports, 1947 to 1966.

seem to suggest, among other things, that the Councils responded favourably to the irrepressible demands of the residents for more, and for the development of existing parks and recreation centres. This warrants closer examination. What other measures were taken by the Council to provide open space and recreational facilities in the period 1946 to 1966?

Establishment of a Parks Department--Lack of Civic Parks Policy

One of the first actions of the Council during this period was to establish a Parks Department in January 1947. Before that date the parks were administered by the Engineering Department but, with the remarkable increase in the population and the pressing demand for more park facilities, the Council apparently intended to launch a system of parks development, including recreational facilities, and this added work would have been too much for the Engineering Department. Consequently a Parks Department was established but its role was essentially one of maintaining existing facilities and services. There was little in the way of new development, and even a decade later a Parks policy had still not been formulated. In the meanwhile the reserved, undeveloped park land remained a tempting object to traffic engineer and private developers alike.⁶ Especially in the river valley "many acres of parkland... became battle grounds of opposing views, objectives, aspirations and in most cases, ended up as victims of short-sighted policy or lack of a policy."⁷ The lack of an official policy during this interval accounted for what have been regarded as the Council's two unpardonable errors.

The first was Council's decision to yield Elizabeth Park, one of the most beautiful parks in Edmonton, to the demands of traffic

⁶ The City of Edmonton, Interim Report on Land Use and Land Reservation for Public Recreation in the North Saskatchewan River Valley, November 15, 1962.

⁷ Loc. cit.

by constructing a highway through it in 1952. Many of the ratepayers regarded the City's action as death to the function of this park, since it was severely reduced in both size and atmosphere.

The second was the Council's leasing of an invaluable parkland site to a private group, the Glenora Skating and Tennis Club Ltd. In 1948, the City sold this Club eight lots in the Hudson Bay Reserve, to provide a site for skating and tennis facilities for its members.⁸ In 1952 the City filed a caveat against the land because the Club was in arrears of taxes amounting to \$18,835 plus interest since January 1, 1938. The caveat made it necessary for the Club to enter into a new agreement under which the lots were resold to the Club for \$10,710.⁹ Subsequent to this, the Club applied for a lease on a site in the river valley, but the Superintendent of the Parks Department and the Recreation Department objected to the use of City park land in the main river valley for private purposes. They felt that such an action was wrong in principle, and that the public would be deprived the use of the slopes in winter for tobogganing and ski runs, unless they joined the Club.¹⁰ Nevertheless, in 1958 the

⁸For reasons which are not explained in the records of the City, the lease was not legally effected until April 8, 1960, by an agreement.

⁹This agreement was signed on June 3, 1958.

¹⁰The City of Edmonton, Memorandum of the Town Planning Department, to the City Commissioners, June 18, 1958.

City leased a site in the river valley to the Club, now incorporated as the Royal Glenora Club, for twenty-five years, from September 2, 1958, to August 1, 1983.

This action of the City Council of 1958 was clearly a departure from the policies of previous Councils. As has been seen in Chapters III and VI, the policy followed from the inception of the valley park in the pre-1914 days was based on the reservation of this main park for use by all the residents of the city. Even as late as 1955, Council had adopted the recommendations of the "Report on Active and Passive Recreation, Park and Open Space Facilities", one of which stated that City parkland was for the use of all the citizens and should not be leased or sold to private individuals or groups with limited or restrictive membership. Again in that same year the Council had passed a motion stating that no more parkland would be used by private groups.¹¹ Why then did the Council of 1958 abandon a policy that had been cherished and guarded for so long? Hardly any excuse seems tenable. It was very evident that the Club would not be catering to the public as a whole, for the Club's 1966 membership and other fees (for the average family) of about \$410 clearly limited membership to a privileged few.¹² It might appear that the Council yielded to strong pressure from the private

¹¹ Minutes of Council Meeting, June 23, 1958.

¹² This figure was obtained by telephone from the Comptroller of the Club. The amount includes \$150 for sharehold price for husband and wife (this may be less according to the price of shares), and for transfer fees, \$180 for annual fee with full athletic privileges, and \$15 for each of two children.

group. Whether or not this was so, the Council's action limited the public function of the river valley parkland.

This seemingly reckless action of the Council was received by the people of Edmonton with articulate and bitter resentment. Even before the agreement was signed, the Council had been reminded by a delegation representing the Federation of Community Leagues that "our parkland is for the citizens of the city and should be retained that way... Commercial organisations should not be allowed to take part of our parklands which are fast becoming smaller."¹³ Another expression of disapproval reveals the interest and insistence of the people of Edmonton, and indeed their pride, to maintain the function of their parks, and this assuredly has gone far to account for the ultimate success of the development of Edmonton's park system. To do justice to this protest it should be quoted in full:¹⁴

I would like to see some definite action taken to counteract the apparent determination of the City Council to work for the benefit of clubs such as the Glenora Skating Club and other organisations, and against the interests of the public at large, and this in spite of continued protests from citizens and public-spirited organisations.

Our river valley has wonderful potential possibilities and early Edmontonians who set apart the valley as parkland for the use of the general public certainly never intended it to be leased out in parcels to clubs and such privileged groups, but to be held for the benefit of all.

¹³ Minutes of Council Meeting, June 23, 1958.

¹⁴ Letter of Mrs. Charles N. Brisbin (November 2, 1959) to His Honour the Mayor and the City Council.

Our City should be planned around our beautiful river and there is great need for a qualified planning staff to see that no further inroads are made on parkland for the benefit of the few. Before it is too late, put a stop to playing fast and loose with the future possibilities and make the most of the natural beauty of the river valley. It costs much less to develop a lovely natural valley than to do stupid landscaping such as at Coronation Park which, I am told, cost \$400,000 and shows absolute lack of imagination or sense of beauty. The money would be better spent on repairs in Queen Elizabeth Park, a place of surpassing beauty, but here again it is chopped through the middle by a speedway and polluted by a brewery. If there is money to spend I would suggest buying out the brewery and putting it where it should be--on the outskirts of the city.

By all means hire a professional planner before the Council thinks up any more horrible plans for ruining our beautiful valley.

And while the storm raged around the Council, individual groups pressed them ever more strongly for leases of municipal parklands to be used solely by their members; their logic seemed to be that if the Council granted a lease of public parkland to one private group, it should also grant it to another. But it was the Council itself that initiated the protests of the one and the demands of the other: it failed to adopt a firm parks policy. And the petitions, delegations, protests, requests, if they did nothing more, made it very clear that the City should evolve a definite policy to guide the future development of its parks system.

Report on Active and Passive Recreation, Park, and Open Space Facilities

As a step towards adopting a parks policy the Council appointed a committee, comprising the Assistant Town Planner and the

Superintendents of the City's Parks and Recreation Departments to examine and report on the park needs of the city. Their report, dated January 17, 1955, and designated "A Report on Active and Passive Recreation, Park and Open Space Facilities within the City with Recommendations as to Immediate and Future Needs" was adopted by the Council. It revealed that the total developed river valley, ravine, parks, open spaces and athletic field and school (Public and Separate) playfields amounted to 1,937 acres which, serving a population of 200,000, was 9.6 acres per 1,000 head of population. What should have been stressed in the Report, too, was that the 1,937 acres included 300 acres (146 and 153.6 acres respectively) which were devoted to two private golf courses with restrictive membership, and that if this fact was considered, the 9.6 acres per 1,000 population would be reduced to 8.0 acres. On the other hand, the undeveloped river valley, ravines and slopes comprised an area of 3,930 acres of a total of 19.6 acres of open space per 1,000 head of population.

The Committee made recommendations based on the recreation standards of Canada, the United States and Great Britain, shown in Table XXXVIII. If the Rural Reservation requirement of 5.0 acres is deleted, since Edmonton had no rural areas at that

time,¹⁵ a total need of 17.0 acres per 1,000 persons is left. But

TABLE XXXVIII--RECOMMENDED MINIMUM STANDARDS
OF ACTIVE AND PASSIVE RECREATION FACILITIES
FOR EDMONTON, 1965

	ACRES PER 1,000 PERSONS
Rural Reservation	5.0
Large City Park	4.0
Natural Undeveloped Area	1.0
Golf Course	3.5
Athletic Field	0.5
District Park Playfield	1.0
Community Park	1.0
Neighbourhood Playfield	6.0
TOTAL	22.0

Source: Report on Active and Passive Recreation, 1955, Parks and Recreation Depts., City of Edmonton.

Edmonton, as the report shows, had only 9.6 acres of developed open space (or 8.0 acres if the private golf courses are subtracted). Further, the report declared, as stated before, that City parkland was for the use of all the citizens and should not be leased or sold to private persons or groups with limited or restrictive membership.

¹⁵ Arrangements have since been made for the City to obtain some 140 acres of land on the northwest outskirts of the City. (See Fig. 1).

The Council adopted the report but strangely enough, as we have seen above, in 1958 it ignored this decision and leased nearly nine acres of public parkland in the river valley to the Royal Glenora Club. Also the Council of 1961 was apparently considering leasing other parkland areas to private groups, for it received strong petitions from (a) the East Edmonton Business Men's Association which stated that it was opposed to the City's leasing or selling any property, designated as parkland, for commercial development of any kind;¹⁶ (b) the South Edmonton Business Men's Association, declaring that "this Association again go on record that it is in favour of all designated parkland being retained as such, and strongly oppose the principle of using any such land for private enterprise;¹⁷ and (c) the same Association requesting that all river bottom lands controlled by the City of Edmonton be retained for parkland.¹⁸

These indicated that the 1955 Report on Active and Passive Recreation Facilities, though adopted by Council, was not implemented. What the Council had done thus far was to attempt improvement of the parks system indiscriminately, without a well formulated plan.

¹⁶ Letter from the East Edmonton Business Men's Association to the Mayor, March 15, 1961.

¹⁷ Letter from the South Edmonton Business Men's Association to the Mayor and City Council, April 5, 1961.

¹⁸ Ibid., December 19, 1961.

This later gave way to sound planning. In all, the actions of the Council were many and varied. Some, not yet discussed, warrant individual examination.

Development of the Walterdale Sports Centre

Up to 1948 Edmonton was without a winter playground. The only remaining area on the south side of the city that was suitable for development as a summer and winter athletic field and was within easy reach of all districts, was the Walterdale flats in the river valley. In 1948 this land was used for truck gardening, but the Superintendent of Public Recreation, Recreation Commission, proposed that it should be developed for skiing, skating, hockey and bob-sledding.¹⁹ No action was taken then, apparently because the area was reserved for a zoo. In 1952 the Recreation Commission reiterated its recommendation, but it was not until after the Council's decision to put the zoo in Laurier Park that it received further attention. By this time the Kinsmen Club, a non-profit service organization, had applied to the Council for a lease to develop the Walterdale Park area, containing fifty-three acres, as a community service and to provide recreation and sports facilities for all the citizens of Edmonton. The lease was effected by an agreement signed on June 5, 1953, for a period of ten

¹⁹ Letter to Mr. J. Hodgson, City Commissioner (December 9, 1948), from John Farina, Superintendent of Public Recreation, Recreation Commission.

years at a rental of \$1 per year. By 1964 the Club had spent approximately \$300,000 on the development of the area, and applied, and was given, a five-year renewal of the lease, along with an extra 41.3 acres on the west side of the original site.²⁰

These leases were quite different from those of Mayfair Golf Club and the Highlands Golf Club in that the Kinsmen facilities were to be used by the public and not by a certain group. In this way the public function of this part of the river valley area was maintained. The Council was justified all the more in granting the leases because its action enabled residents of the city to help to provide needed recreational facilities at a most propitious time. This community help, or public-mindedness of the citizens of Edmonton was repeated in the development of the South Edmonton Sports Centre, to be discussed shortly, as well as on other occasions. It is, in fact, an important process in Edmonton's development. Here it provided the "Kinsmen Recreational Centre", offering recreational facilities to the whole city.

Development of Coronation Park

It was mentioned on page 287 above that the triangular area of land, comprising 100 acres and known as the Westmount Park,

²⁰ The agreement was signed on June 25, 1965.

was bought by the City in 1906. For many years this area remained vacant and undeveloped.²¹ With the increase in population and the development of the neighbourhood, and also with the abandonment of the Canadian National Railway line which skirted the northeastern boundary of the park, it was felt desirable to subdivide the whole area again. This was effected by several replotting schemes with provision made to reserve an equivalent area of 100 acres for a park in the neighbourhood.²² In 1953 the Council approved a recommendation of the Commissioners to dedicate this park in honour of the coronation of Queen Elizabeth II. The Commissioners felt that this was a new park, undeveloped, and of a size which, when developed, would be of benefit and use to the citizens of the city as a whole.²³ Unknown to the Council at that time, some thirty-six privately owned lots were included in the park. In 1955 an application was made by twenty-six of the owners for Council's permission to construct a hotel on the site. But the Council's 1953 resolution had dedicated the area as a park; the Interim Development Officer required the land for park purposes in that area, a need which had been confirmed by the Report on Park and Open Space Facilities; and the Edmonton Public School

²¹ Addendum to Commissioners' Report to Council, No. 16, April 12, 1955.

²² Loc. cit.

²³ Commissioners' Report to Council, No. 20, May 25, 1953.

Board had asked for an area of about five acres for a new West End School (Ross Sheppard Composite High).²⁴ These factors compelled the Commissioners to recommend to the Council the re-classification of the private lots as parkland and to acquire the lands that were privately owned within the boundaries of the park.²⁵ The Council adopted the recommendation and Coronation Park replaced the old Westmount Park. Subsequently to this, the Council passed a by-law, formally approved by the residents, to procure \$400,000 for the development of the park.²⁶

The Edmonton Zoological Park

It was stated above (p. 198) that one of the functions assigned to Borden Park was that of housing a zoo. This zoo apparently had a strong appeal especially to children. Though the City authorities believed that the animals were well tended, the public did not, and from 1944 to 1948 Council was assailed with requests to improve conditions for the animals. The desirability of continuing the zoo and the questions of where it should be located and how it should be operated were considered by the Finance Committee which reported to Council that the City should have a zoo of native birds and small

²⁴ Addendum, op. cit., April 12, 1955.

²⁵ Loc. cit.

²⁶ By-law No. 1943 was passed on November 24, 1958.

animals at Borden Park.²⁷ By 1950, however, the site of the zoo at Borden Park was required by the Exhibition Association and various other sites were considered. Mr. John Wallace, a Consulting and Resident Architect of the St. Louis Zoo, was appointed to report on the best location and to give other information relative to the development of the zoo.²⁸ His choice fell on the Walterdale Park, though he suggested two alternative sites--Whitemud Creek and Borden Park.²⁹ The Council therefore approved the removal of the zoo to the Walterdale site within a two-year period,³⁰ but no action attended this decision. Subsequently the Town Planner made a complete reassessment of the location of the zoo. He considered six factors: topography and drainage; the location and accessibility of the site; absence or minimum of nuisance factors; conflict with adjoining land uses; size; and provision of public utilities. Included in the nine sites which were considered was Laurier Park which in every way seemed the most suitable. It had natural terraces; offered excellent views of the North Saskatchewan River valley; and had large flat areas on the top of the bank, which gave unlimited space for paddocks.³¹ This was the site

²⁷ Minutes of Council Meeting, September 12, 1949.

²⁸ Minutes of Council Meeting, January 12, 1950.

²⁹ Report to Council by John E. Wallace, St. Louis, Missouri, August 3, 1950.

³⁰ Minutes of Council Meeting, December 27, 1950.

³¹ Letter to Mayor Hawrelak from Dr. Wm. Rowan of the University of Alberta, and Al Oeming, Zoologist, dated May 27, 1954.

recommended to the Council by the Commissioners as the new site for the zoo, and this was the site the Council adopted.³² Simultaneously the Commissioners recommended that a 27-hole golf course should be established at a future date along the river bank from the zoo site northward; that an 18-hole golf course could be established forthwith in the northerly region of the area without interfering with any buildings that were on the site; and that a general re-location of a part of Laurier Park, as recommended by the Town Planner, by exchanging land with the owners along the river bank, should be made as soon as possible. This would provide a more favourable location for the park itself along the river, and at the same time provide better land for home sites in the area. These were also adopted by the Council, and, as Appendix XIII indicates, the exchanges of land were made.

This Zoological Park, comprising about 117 acres, was large enough to accommodate, it was believed, two zoos: a General Zoo and a Children's Zoo.³³ Early in 1958 the City employed the firm of McFadzean-Everly and Associates Ltd. of Montreal to design the layout of these zoos. This decision resulted in the development of the Storyland Valley Zoo which was opened in July 1959. Before

³² Minutes of Council Meeting, June 14, 1954.

³³ Report of the Edmonton Zoological Park by McFadzean-Everly (Canada) Ltd., July 11, 1958.

this, in April 1959, the Council appointed a Zoo Advisory Board to guide the development of the zoo.³⁴

The Buena Vista District--Re-zoned as Park

In attempting to provide for the growing need for parklands, and because of the favourable location of the Buena Vista District, and possibly because the City owned a number of sites in the area, the City Council adopted in 1954 a recommendation that the Buena Vista District should be re-zoned from a "K Agricultural District" to an "A Parks District".³⁵ In the following year the landowners in the area protested against the Council's decision, and the Council referred the matter to the Commissioners for further study. The Commissioners held several meetings with representatives of a number of landowners who were unanimous in their request that the area should not be zoned as a park. In disagreeing with them, the Commissioners explained the need that existed for more parkland. The landowners then agreed that if, in spite of their objections, the Council decided to re-zone the area as park, certain arrangements for the purchase of their land by the City, when the City required it or when the landowners offered it to the City for purchase, should be decided between the City and themselves. The main points of

³⁴ This Board was established by the City By-law No. 1967, passed in April, 1959.

³⁵ Minutes of Council Meeting, June 14, 1954.

the terms agreed on were as follows:³⁶

1. The residents then occupying homes should be permitted to improve them, or, if they wished, replace an existing home with another. The governing principle would be that there should be no increase in the number of dwellings in the area. The City in acquiring any property would not be obliged to pay more than \$25,000 for any house which had been replaced or improved.

2. The City would use its good offices to induce lenders to lend money to landowners for the improvement of the homes in the area or for those to be built.

3. The City would purchase any land and buildings then zoned as agricultural or park that may be offered for sale at a price which, in the opinion of the Commissioners might be fair and reasonable.

4. The area would be zoned as park land and the existing residences as well as those that might be built to replace them should be considered non-conforming.

Soon after this the landowners found that the mortgage companies would not offer them loans to improve or add to their homes.³⁷

Their difficulties were compounded further when no one but the City was willing to buy their homes. The sum effect of all these circumstances was the "freezing" of the property.

³⁶ Commissioners' Report to Council, No. 21, July 23, 1956.

³⁷ Finance Committee Report to Council, No. 8, September 20, 1956.

Although there is a moral question involved in the Council's decision in this matter, the geographical interpretation is that the Council showed good judgment. Much of the land occupies the crest of one of the ravines that lead into the North Saskatchewan River. This land overlooks a large, broad, flat valley floor, itself a part of the area in question. The aspect of the site is thus excellent and would unquestionably lure developers to block its view with homes or apartment blocks. Moreover, the arrangements with the landowners necessarily made the plan of converting the area into a park a long-term one. Since 1956 the City has been buying parcels of land from the owners who claim that they can do little with it since it has been "frozen" by the City.

As if to confirm the City's attempt to convert this area into a public park, the Edmonton District Planning Commission zoned it "district recreational" in 1956. Forthwith the Technical Planning Board recommended that no residential development should be permitted in the area and cited Section 99 of the Town and Rural Planning Act as the City Planner's guide to enforce restriction of residences.³⁸

³⁸ This act, Chap. 337 of The Revised Statutes of Alberta, 1955, is now obsolete. Sec. 99 of the Act defined a "district recreational zone" as one which provides for the recreational use of the general public in the district planning area; and Commissioners' Report to Council, No. 1, November 10, 1958.

Co-operative Development of School Grounds and Adjacent Parkland

Before 1959 the policy of the City was to reserve portions of parkland for active recreation purposes. Similarly, before 1959 the policy of the Public School Board was to reserve portions of senior high school grounds for active recreation purposes. The irrationality of these two authorities attempting to provide the same facilities separately became more obvious in 1960. This was occasioned by the Technical Planning Board which proposed that the Edmonton Public School Board and City departments, including Parks, Recreation, Utilities, Fire and Health, form a panel to discuss the Board's proposals of programmed development of the annexed area (10.83 sections of land or a total of 6,650 acres) in the southwest, the Douglas District so called.³⁹

It became evident that the City and the Public School Board could procure and develop land for active recreational purposes more effectively if they acted jointly. They therefore entered into an agreement (signed September 24, 1960) which required them to share equally the costs of site acquisition, development and maintenance, and allowed them to hold joint title. However, the School Board would purchase and hold title to that portion of the grounds on which the school buildings were located, together with the area

³⁹ Minutes of the Technical Planning Board, February 25, 1960, and Minutes of Council Meeting, May 6, 1960.

necessary for lawns and landscaping immediately adjacent to the school buildings. The agreement also established a Joint Planning Committee comprising the Superintendents of the City's Parks Department and the City's Recreation Department, and the Public School Board's Deputy Superintendent of Schools.

In every respect the agreement was sound. It provided not only for the reduction of costs in procuring recreational grounds but for the use by the public of costly recreational grounds when they were not in use by the schools and would otherwise be lying idle.

Collaboration of the City and the Public School Board, in continued discussion on the development of the southwest annexed area, went further after 1960. Of the total area of the District, 2,068 acres were held by the University, the Derrick Golf and Winter Club, and the City of Edmonton (for the Mount Pleasant Cemetery and for a park in the Whitemud Creek and river valley). Of the remaining 4,582 acres of land that could be developed, the Public School Board requested 382.5 acres, the Separate School Board 89.5 acres and the Parks Department 349 acres, a total of 821 acres or nearly 18 per cent.⁴⁰ Clearly this was more than provincial legislation had decreed. The Commissioners then requested the two School Boards and the Parks and Recreation Committee--the Joint Planning Committee--to consolidate their

⁴⁰ Report of the Joint Planning Committee regarding school and park requirements in the Douglas District, January 11, 1961.

requirements with a view to reducing them.⁴¹ The outcome was a significant report presented to Council by the Joint Planning Committee.⁴² It showed that if the requirements of the Recreation Department were superimposed on those of the School Boards, the total needs could be reduced to 602 acres; if two schools used a common playground and an active park area, the first estimate of 821 acres could be reduced to 536.25 acres; and further savings could be made if community leagues were organized to serve larger communities of about 10,000 instead of 3,000 people. In this way the community leagues reserve would be part of the community park and a lesser amount of land would be required in each neighbourhood for a simple skating rink.

The recommendation of the Committee, therefore, was that schools and parks in this District should be combined--two schools and one recreation area wherever possible. There would also be a reduction in the number of community league sites. The report repeatedly stressed that the recommendation applied to the Douglas District only because of its peculiar problems.

The Council adopted the report,⁴³ and in 1962 signed another agreement with the Public School Board which in part stated that both

⁴¹ Commissioners' Report to Council, No. 14, January 23, 1961.

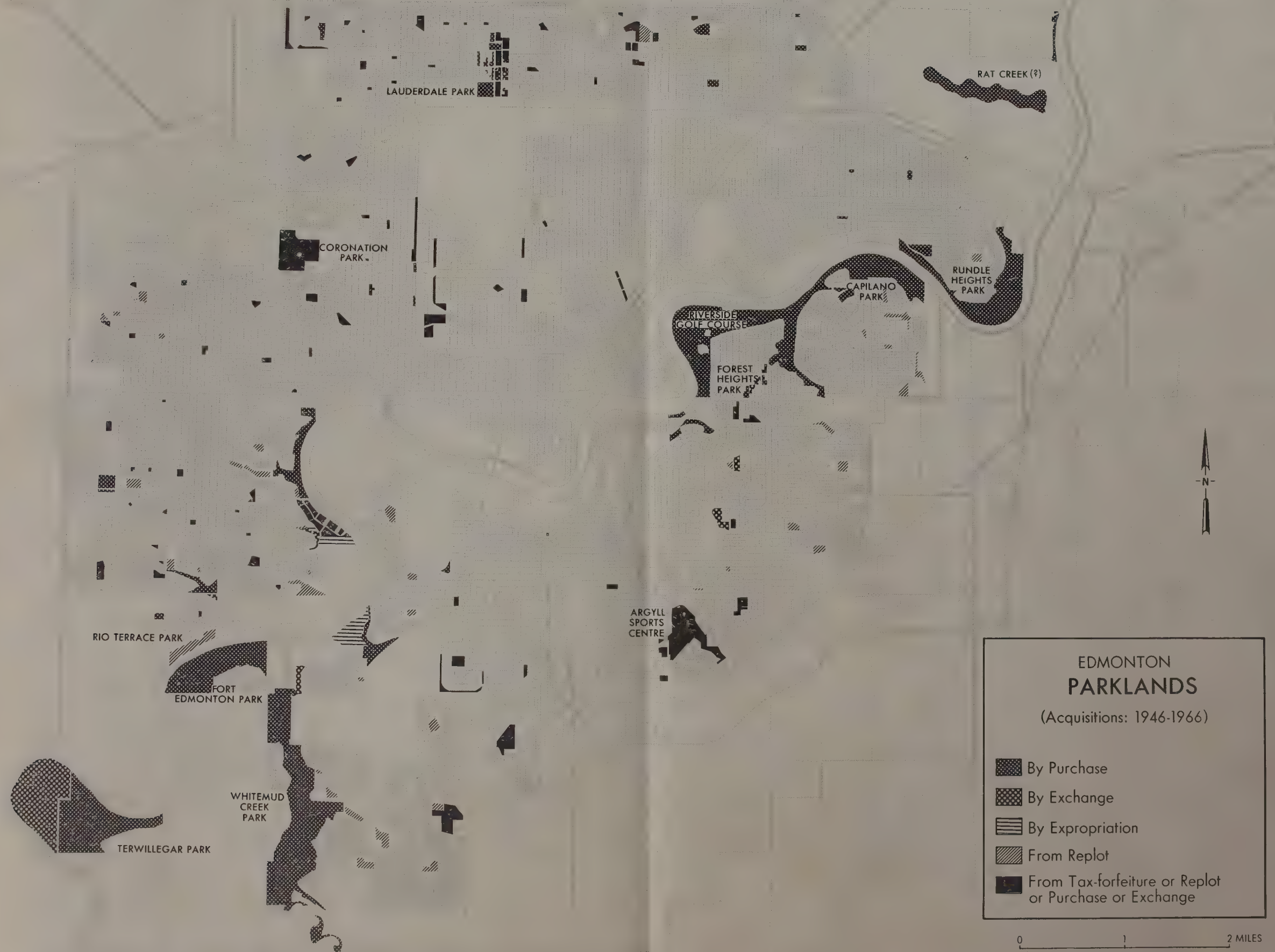
⁴² Report of Joint Planning Committee, January 11, 1961, op. cit.

⁴³ Minutes of Council Meeting, July 25, 1960.

the Board and the City, in co-operation with the Director of Planning, would attempt to acquire school and recreation sites adjoining one another; and that on school-park sites where future expansion of school buildings is anticipated, the Board would acquire sufficient reserve land for expansion purposes before planning and developing the site.⁴⁴ The agreement set out other terms in respect of co-ordination, development and construction, and was to be in effect for a trial period of one year, from January 1, 1962, but it was not until 1966 that the matter was reviewed and another agreement, similar in terms to that of 1962, was signed. This new agreement included the Separate School Board.

It is without question that the policy of the School Boards in making school buildings and grounds available for community purposes, and the policy of the City and the Boards to use the school facilities for the maximum benefit of the community gave rise to an effective distribution of recreational areas, unique in Western Canada, if not in the whole Dominion. These are shown in Figure 38. Note that these areas are peripheral to the older central core which was developed before 1962. Again the pattern ties in most effectively with Figure 47 (p.538), which shows the areas that were replotted,

⁴⁴This agreement was signed on January 31, 1966.



especially between 1962 and 1966. The interesting point is that this spatial distribution resulted from the 1961 report of the Joint Planning Committee and the Council's adoption of it. Yet this report, as mentioned before, was to be applied only to the Douglas District. Obviously the policy of the Council in respect to the Douglas District was applied elsewhere.

The Amalgamation of the Parks and Recreation Departments

The Recreation Department and the Parks Department were created independently of each other in 1944 and 1947 respectively, and operated separately until 1961 when By-law No. 2202 permitted their amalgamation. The new functions of the Department, as listed in the By-law, included the acquisition and administration of the land and other property which were needed for public park and recreation purposes; the development and use of all public park and recreation lands in accordance with the provisions of the zoning By-law No. 2134; the planning, designing and development of all public park and recreational lands; and cooperating with the Public and Separate School Boards and other Civic Departments in the planning, design, construction and maintenance of landscaped areas adjacent to public buildings. Indeed, the functions of the By-law were extraordinarily wide. It even established the Edmonton Parks and Recreational Advisory Board whose duties, among others, were to acquaint the citizens of Edmonton with the facilities provided by the Department; to suggest to the

Director of the Parks and Recreation Department and to the Council the means by which existing park and recreation facilities might be best used, and how other public park lands could best be employed; to suggest to the City Council policies concerning the use of park lands; and to provide policy guidance in urban conservation, especially the importance of open space for future generations, in relation to the river valley and other park and recreation areas.

Anyone who attempts to subject the development of the City of Edmonton, especially the City's parks system, to searching scrutiny and analysis would hail this statement of duties and responsibilities, set out in the By-law, as a step in the right direction. The urgent need to develop the undeveloped park areas, to acquire other park lands, and to honour resolutions passed and continuing, and policies previously initiated by Council clearly insinuated the policy directives listed in the By-law.

Yet for a moment, it seemed an illusion to suppose that the timely creation of this Department would solve many of the problems that attended this stage of the evolution of the City's park system. Less than a year later, the Council sold a piece of municipal park-land to the Imperial Oil Co. Ltd. (for the expansion of the Company's site) without first seeking the guidance of the very Board it had established for that purpose.⁴⁵ Here is another of those wayward and

⁴⁵ This land is situated at 109th Street and 110th Avenue.

puzzling actions of the Council. The 1955 Report on Park and Recreation Open Space showed convincingly that the park land area of the city was below the recommended level and yet, despite the need for more parkland, the City sold public parkland to a private company. Such evidence as exists seems to justify once more the bewildering conclusion, as in the case of the Council's lease of public parkland to the Royal Glenora Club, that the Council subordinated the needs of the public to those of an influential private group. This action was enough to be regarded as a betrayal of the public's confidence, and certainly that of the newly created Parks and Recreation Advisory Board which protested the sale. Indeed, the Board requested that the matter should be referred to it before any further action was taken to complete the sale, or, in the event of the sale being completed that the amount received for the land should be used to set up a Park Reserve Fund for the purchase of parklands when required; and that in future the Board should be consulted for advice and guidance on the possible sale or lease of any and all public parkland in the City.⁴⁶

Apparently Council's action also elicited a resolution from the Federation of Community Leagues which stated that should the City have an enquiry or enquiries about City land zoned as parkland, "which

⁴⁶ Letter submitted by the Parks and Recreation Advisory Board to the City Council, April 11, 1962.

might result in the conversion of parkland to other than uninterrupted use by all citizens," the City should immediately publicize the matter and inform both the Parks and Recreation Advisory Board and the Federation; that the negotiations which would then take place would be "based on a prescribed and laid-down policy" governing the possible sale of parkland; and that to enable the orderly and uniform progress of city planning and development, a method of protecting City parkland for use of all citizens must be realized.⁴⁷ Matters came to a head later that year when a motion was put to the Council by one of the Aldermen, Dr. Weinlos, which re-echoed the sentiments of the pre-1914 City Councils and of the various groups of local residents, individually or in groups:⁴⁸

Whereas the value of this irreplaceable asset will increase with the growth of the city and the passage of time, and

Whereas there are suggestions and proposals, from time to time, to use, dispose of, or develop these lands in a manner which would deny their use as parkland or recreation, and

Whereas the development of a valley parkland system will require a consistent civic policy,

Therefore be it resolved that this Council, mindful of its responsibilities not only to present needs but

⁴⁷ Resolution submitted to Council, dated May 24, 1962. This resolution was said to be passed unanimously by the Federation on May 18, 1962.

⁴⁸ Minutes of Council Meeting, October 22, 1962.

also to those of future generations, asserts its support of a policy of preservation, extension and development of the river valley system for parkland and recreational use, consistent with the community's expanding need for such facilities and with due regard to the City's financial ability in this regard.

The Minutes of the Council meeting do not reveal whether or not the Council passed this motion. Nevertheless, if the motion did not admit the failings of the Council, it showed its awareness of the need for a consistent civic policy in the development of Edmonton's parks.

Heritage Park

The demolition, during World War I, of Fort Edmonton, which last occupied a site south of the Legislative Building on the north bank of the North Saskatchewan River, has often been regretted by the newer residents of Edmonton who, as the city develops, have been taking a keen interest in preserving anything that can reveal or illustrate the heritage of the people. It took Canada's Centenary, however, to bring this sentiment to bud, and only after the Edmonton Civic Centennial Committee discussed the Centennial project for the city. Informed of the proposal by the City Special Development Committee to construct a library and a park as the city's Centennial project, the Civic Centennial Committee recommended that the City should consider this as only one of possibly two major Centennial projects. The Committee's recommendation was that the City should develop an historical complex, comprising a pioneer village depicting the historical progress in farming, transportation and printing, peculiar

to the Edmonton district. The matter was taken further by Alderman Dr. McGugan's motion in Council, namely, that the Council proceed to explore the feasibility of establishing a Heritage Park to house the Edmonton Museum.⁴⁹ Later a recommendation by the Committee of the Whole Council to the Council that a commitment should be made for the allocation of not less than twenty acres of suitably located land for the establishment of a Heritage Park was adopted, and the whole matter referred to the Parks and Recreation Advisory Board for study.⁵⁰ Soon various groups began to take a keen interest in the promise of such a park. Among these was the Rotary Club of Edmonton which endorsed and supported the creation of a Fort Edmonton Park in the Whitemud Creek area, assumed the responsibility for setting up the organization required to promote and develop the park, committed itself to an expenditure of \$40,000 over three years and approved the choice of the park area west of Whitemud Creek on the south bank of the North Saskatchewan River,⁵¹ formerly known as Polar Park. This was also the site suggested by the Parks Department.⁵² It contained more than 100 acres and had certain striking advantages--accessibility, proximity to the river, open terrain, and a background of fine trees.

⁴⁹Ibid., January 26, 1966.

⁵⁰Minutes of Council Meeting, March 28, 1966.

⁵¹Letter sent to the Mayor by Henry Ward, President of the Rotary Club of Edmonton, September 9, 1966.

⁵²Memorandum from J. Janzen, Superintendent of Parks, to the City Commissioners, re Heritage Park, May 13, 1966.

Moreover the Superintendent believed that the spaciousness of the area would permit the development of a comprehensive master plan.

The City Council gave its approval to the proposal of the Rotary Club to erect the replica of "Fort Edmonton" at the park, and authorized the Parks and Recreation Department to collaborate with the Club in its project.⁵³ This was followed by Council's decision to enter into negotiations with Mr. Earl Danard, owner of the Great North West Pioneer Village, located some twenty-three miles west of Edmonton, to buy the entire assets of the Village at a price not exceeding \$75,000, a figure suggested by Drs. L.H. Thomas and M.R. Lupul of the University of Alberta.⁵⁴ These were the arrangements concluded up to December 1966.

The tentative function given this park is to depict the transition of a city, though with a brief history, from the early fur trading to pioneering days and to the present development, with a projection into the future. The project is an excellent community endeavour and while it will mirror the heritage of a robust people it should provide them with added developed park facilities, as indeed it should impart a sense of pride and achievement.

⁵³ Minutes of Council Meeting, June 27, 1966.

⁵⁴ Brief to the Mayor and Council by these gentlemen, submitted November 28, 1966.

3. OTHER ACTIONS OF THE CITY COUNCIL IN THE PROVISION OF PARKS AND RECREATION FACILITIES

Development of the Mayfair Park, South of the Mayfair Golf Course

This area came to the City in the 1930s as a result of tax default. It forms part of one of the picturesque meander loops of the North Saskatchewan River through Edmonton and offers a ready site for a park. As part of the river valley and especially because of its pleasing site, it was reserved for a park but was not developed. With the increasing demand for land by developers during the 1950s the Commissioners recommended, and the Council decreed, that the site should be retained as a park and should be developed as circumstances permitted.⁵⁵ The special functions proposed for this park included fishing, swimming and boating by children. An artificial lake would be constructed for these purposes, and would be used in the winter months as a skating rink. By the end of 1966 work on the lay-out of the park had been completed and construction of buildings had begun.

Council's Reaction to Public Sentiment

Throughout the evolution of Edmonton's park system a significant process constantly repeats itself, namely, public pressure. This arose in part from the Council's difficulty or indifference to formulate

⁵⁵ Minutes of Council Meeting, June 14, 1954.

a park's policy. It was this pressure which, strong and vibrant, and representing a good cross-section of the whole urban community, prevented the Mill Creek Ravine Park area from being pierced by an arterial road in 1957 for the ubiquitous automobile. Though strongly encouraged by the Edmonton Chamber of Commerce to construct the highway through the park--and rarely does the Council fail to adopt the recommendations of the Chamber--the Council was coerced, if not by the Parks Superintendent,⁵⁶ certainly by the sentiments of a good section of the public, into adopting a recommendation that there should be no road development in the Mill Creek Park area until such time as it was proven to be absolutely essential.⁵⁷ Nevertheless, a freeway is still planned through the ravine.

It was vigilant public pressure, too, that prevented the Council from complying with the periodic requests of the Edmonton Exhibition Association for appropriating Borden Park as part of the Exhibition's grounds.

Public pressure, however, is not always effective in curbing what people may regard as the erring ways of Council, whether for the public's good or otherwise. Public sentiments can be ignored if they run counter to the Council's aspirations. For example, the City's

⁵⁶The Superintendent in a Brief to the Technical Planning Board, dated February 5, 1957, listed the many disadvantages of the proposed road through the park.

⁵⁷Minutes of Council Meeting, January 22, 1957.

decisions in 1965 to take about twenty to fifty-nine acres of the McKinnon Ravine to implement the plan of the Metropolitan Edmonton Transport Study (METS) brought much opposition. The Citizens Save Our Park Association pointed out that from 1904 experts had told them to protect the river valley for the future, that the Town Planner of Toronto had declared that Edmonton's river valley should be turned into a park, and that even though the valley might seem large in 1960, it would be very small when the city's population reached a million. They claimed, further, that park areas were a legacy left them by their pioneers and preserved through previous administrations. It was their responsibility to see that they were passed on to their children and to their children's children. Did this administration wish to go on record as the one to throw it away, to trade that priceless heritage of beauty for a bigger and better carbon monoxide alley to accommodate more and more cars?⁵⁸

In like manner the President of the McKinnon Ravine Property Owners' Association carried the protest further by declaring that to part with parkland in order to build freeways was short-sighted and could not be justified: that to say only nineteen out of the fifty-nine acres would be so used was to mislead the public, for the damage to the park would be excessive, the whole ravine injuriously affected and the value of the park nullified.⁵⁹

⁵⁸ Letter from the President of the Association, presented to the Council on April 6, 1965.

⁵⁹ Letter to the Mayor and Council from the President, McKinnon Property Owners' Association, July 8, 1966.

The crux of the criticism of the Citizens Save Our Park

Association was that there had been a serious lack of co-ordination between the three City departments involved--Engineering, Parks and Recreation, and Transit--and that a one-sided type of planning could not serve the best interest of the city or its people. A brief digression may be warranted here to show that this criticism seemed to touch the very core of the matter. In the civic administration it appeared that the one department did not know what another department was doing. This arose in part from the lack of a general plan for guiding the orderly development of the city. This point was driven further home by the Edmonton Local Council of Women who, in a resolution presented to Council, called the Council to seek legislation necessary to establish a Civic Trust with recommendation to inaugurate a master plan.⁶⁰

Again, from the Edmonton Federation of Community Leagues the City Council was to hear that the Federation supported the proposition that parkland, ravines, river valley and recreational areas should be retained for recreational purposes, and should not be encroached upon, except in cases where there was no reasonable alternative, and when encroached upon, should be replaced by at least equal acreage of at least equal value and quality for recreational purposes

⁶⁰ Minutes of Council Meeting, April 12, 1965.

in the same immediate vicinity.⁶¹

Though these protests may be regarded as a healthy symbol of the vigour of the public spiritedness of the people of Edmonton and the modern way of defending privilege, the Council did not heed them but decreed instead that the freeway should be constructed through the ravine. Presumably it felt it had no alternative.

It has been shown, too, that pressure was exerted on the Council not only by the public but from within the civic administration, especially from the Parks and Recreation Advisory Board. This was also shown before but must be mentioned again, for in 1955 the Board pressed the Council to re-survey park and recreation facilities in the city, and to obtain information relating to the development of parks and recreation in Edmonton in the hope of the Council's formulating a parks policy.⁶²

The same action was repeated in 1966 when the Highlands Golf Club requested a renewal of its lease which was to run until April 30, 1970. The request was based on the traditional premise that the extension of the lease would enable the Club to carry out certain improvements. The renewal requested was for twenty-five years. Here the Parks and Recreation Advisory Board strongly advised the Council

⁶¹ Brief, dated June 24, 1965, presented to the Mayor and Council.

⁶² Memorandum to the Mayor and Council by the Chairman, Parks and Recreation Advisory Board, August 19, 1965.

to delay a decision since the City's agreement with the Club had four years more to run, and the Parks Department was then preparing a Master Plan for parks development which, when completed, would serve as a guide in the Council's deliberations.⁶³ The Commissioners endorsed the recommendation, and the Council adopted it.

Parklands Acquired 1946 to 1966

The two decades which followed 1946 saw a considerable expansion of parklands in Edmonton. The additions have been mapped (Fig. 38). The method adopted was unavoidably tedious. The records of the City's Land Department are in large measure incomplete and complex. There is no satisfactory key to understanding the method of recording used in former years. And because employees in the Land Department are constantly changing jobs, there is no one in the Department who has a mastery of the complex recording of data used in former times. When a retired employee was approached at the suggestion of the Superintendent, he would say, "I am divorcing myself from this world and preparing for the next. I do not remember much, neither do I want to remember."

The information relevant to this chapter concerns the methods adopted by the City to acquire not only the central riverine parkland, but the district park sites, and the community league and other

⁶³ Commissioners' Report to Council, No. 83, June 13, 1966.

recreational grounds that are distributed widely through the city. Most of the parklands are shown in three Rolls of plans in the Land Department--two for the North Side, one for the South side--drawn to a scale of one inch to 500 feet.

The first difficulty encountered had to do with the complex recording of the data. A certain number of the lots shown in the Rolls, though parklands, are not listed as such but rather under the category of "FMP" (Future Municipal Purposes). Where there was certainty that some of these were definitely parklands they were included in Figure 38. Where there was uncertainty they were omitted.

The second difficulty was far more troublesome. Each of the park areas shown on the plans carries the number of a file card which carries, or is supposed to carry, pertinent information about the piece of land. Invariably the cards give insufficient data about the purchase price, the date of acquisition, and the means of acquisition--whether by purchase, exchange, expropriation, or by donation. Thus it is often necessary to consult the Certificate of Title. But even this does not always give the required information. To obtain it, the original Instrument must be consulted, but these are kept in the Land Titles Office. If, after examination of the original Instrument, the price of the land or its acreage is not found, the information must be sought in the City Assessor's Department. Hence if one were to go from the plans, to the cards, to the Certificate of Titles, to the Land Titles Office, to the Assessor's Department, there at the last

two named, to get accustomed to their method of recording data, and finally to obtain the information required for each of the parcels of parkland given in Appendices XVII to XIX and XXII to XXV, inclusive, it is the opinion of one of the key employees in the Land Department, that well over two years would be spent on this single aspect of Edmonton's development, assuming, of course, that sanity prevailed throughout the process.

Nevertheless an attempt has been made to compile what statistics could be readily found to show how Edmonton acquired its parklands for the period 1946 to 1966. These are given in Appendices XII to XV and are shown in Figure 38 under four headings: by purchase, by exchange, by expropriation, by replot. Where uncertainty of the method of acquisition (arising from inadequate information) arose, the lands were listed under the heading by forfeiture, or replot, or purchase, or exchange.

In regard to the lands bought in the river valley three concentrations emerge: in the southwest (south of the river), west and southeast. In addition there is a widely scattered distribution of district parks, community league sites and playgrounds. These patterns may be considered separately.

Parks in the Southwest

(i) The Whitemud Creek Area The acquisition of land for parks in this area partly resulted from an action of the Edmonton District

Planning Commission. The acceleration of industrial development in Edmonton, the increasing growth of the city and the promise of municipal annexation of lands adjacent to the city limits had considerably heightened the speculative tendencies of real estate developers, especially in the area between the North Saskatchewan River and the junction of Whitemud and Blackmud Creeks where 1,030 acres were available for development.⁶⁴ It was to curb land speculation,⁶⁵ and to preserve this "area of unique scenic beauty, providing many opportunities for year-round out-of-door enjoyment", and because it was readily accessible to the residents of the city that the Edmonton District Planning Commission adopted in 1956 the governing principle that all the land of the Whitemud Creek below the top of the bank, extending from the North Saskatchewan River for four miles to the south, should be reserved for park purposes only.⁶⁶ This area was later zoned "District Recreation" according to the Metropolitan section of the District Plan, and in 1961 renamed "Metropolitan Recreational". This action of the Commission had the effect of "freezing" the land and made for easy Municipal acquisition of it for a public park, unless a developer wanted to buy it for, say, a private golf course, in which

⁶⁴ District Planning, Seventh Annual Report, Edmonton District Planning Commission, 1956-57, pp. 10, 11.

⁶⁵ Ibid., Eighth Annual Report, 1957-58, p. 10. This Plan was revised in June 1961, and approved by the Provincial Planning Advisory Board in July 1961.

⁶⁶ Seventh Annual Report, Edmonton District Planning Commission, op. cit.

case he could compete as a buyer with the City. When the area was annexed to the City in 1960, the City bought the land, the Provincial Government sharing in the cost. But even before annexation, in 1946 the City had bought seventy-nine acres in this Douglas District.

Soon after the 1960 acquisition, summer camping which had become a major form of outdoor recreation throughout other parts of North America, was making itself felt on the outskirts of Edmonton. The superintendent of Parks was quick to see the need for this activity and proposed the development of an open door camping ground at the mouth of the Whitemud Creek.⁶⁷ The recommendation was approved in principle by Council but not the site.⁶⁸ A second proposed site by the Superintendent of Parks was an area of 9.3 acres in the Rainbow Valley, the 45th Avenue crossing of Whitemud Creek. The accessibility and the rural character of the site were the chief determining factors. Both proposals, the site and the development, were adopted by the Council,⁶⁹ and in this way this section of the Whitemud Creek Park was given a functional significance.

(ii) Terwillegar Heights The second large area acquired by the City in the southwest lies in the extreme meander loop east of the North Saskatchewan River. This is the Terwillegar Heights area of 432 acres.

⁶⁷ Commissioners' Report to Council, No. 45, 1960.

⁶⁸ Minutes of Council Meeting, October 6, 1960.

⁶⁹ Minutes of Council Meeting, September 10, 1962.

Except for some eighty-three acres which were available for future residential development, the whole area had been zoned "Metropolitan Recreational" by the Edmonton District Planning Commission in 1958 and this, as in the Whitemud Creek area, had the effect of curbing intensive land speculation.⁷⁰ Also under the Edmonton Zoning By-law, the area was zoned as "'A' Parkway and Public Uses". The site factors of this area--the flat terrain, the pleasant slope, the scenic view--convinced the City Commissioners and the City Council that the area was ideal for a major park which would be required as the city grew. Besides, the land was underlain by commercial gravel, and civic ownership of it would, in the Commissioners' opinion, serve to control gravel prices generally.⁷¹ The Commissioners also felt that the land was worth \$1,000 per acre, a price that would be far higher, had it not been zoned. But the land was owned by Paris Investments Ltd. who proposed the development of a parkade and hotel at a site owned by the City on Bellamy Hill.⁷² Here two interesting factors emerged. If the City bought the lands in Terwillegar Heights from Paris Investments for parks and recreation purposes, clearly the City would be helping the Company out of a speculation that went awry as a result of zoning

⁷⁰The Edmonton District Planning Commission, Eleventh Annual Report, 1960-61.

⁷¹Commissioners' Report to Council, No. 23, March 11, 1963.

⁷²Memorandum of Agreement between the City of Edmonton and Paris Investments Ltd., July 17, 1964.

by the Edmonton District Planning Commission. Again, if the City sold its valuable site on Bellamy Hill to Paris Investments, the latter stood to gain, for the site is itself a part of the Central Business District and readily commands an attractive price. These factors were well taken by the Company, for by an agreement with the City the Company gave Block A (215 acres) of Terwillegar Heights to the City in exchange for the 1.23 acres on Bellamy Hill, but sold to the City Block B (217.4 acres) at \$1,000 per acre.⁷³ Before the Council could ratify the agreement, it was bound by provincial legislation to seek the consent of the rate-payers because the Bellamy Hill site included 0.43 acres of parkland that could not be disposed of for non-park purposes without the assent of two-thirds of the ratepayers voting on a by-law authorizing the sale of the land.⁷⁴ Consequently the Council submitted By-law No. 2450 to the ratepayers for approval. This was given,⁷⁵ and the Council effected the transaction with Paris Investments Ltd. which built a hotel and a parkade on the Bellamy Hill site.

A question that many residents of Edmonton are still asking is whether or not the City gave away too much to Paris Investments Ltd. for the gift of 215 acres of parkland. The market price of the developer's land was rated by the City Commissioners, as mentioned, at \$1,000

⁷³ This agreement was signed on July 17, 1964.

⁷⁴ City Act, Revised Statutes of Alberta, 1955, Chapter 42, Sections 217 and 318.

⁷⁵ By-law No. 2450 was passed on November 12, 1963.

per acre;⁷⁶ thus the 215 acres given to the City in exchange would have valued \$215,000. In contrast the City's site of 1.24 acres, located as it was on the southern edge of the Central Business District, carried an assessment value of over \$325,000.⁷⁷ Usually, however, the selling price of land in Edmonton, exceeds the assessment value by two to four times, depending on the state of the market which in 1964 was very good. Thus one concludes that the agreement that was concluded between the City and Paris Investments might have been in favour of the latter, more so when we add the loss of the magnificent view of part of the river valley. Yet the developer was obliged to spend much in stabilizing a part of the hillside even before construction of the building could begin.

In 1966 the City's Park and Recreation Department was considering major development of the Terwillegar Park whose function will be to provide summer and winter facilities. Up to the end of that year development had not begun.

(iii) The Riverbend Park Area The third area of parkland bought in the extreme southwest was that parcel of 152 acres in the Riverbend Subdivision (Appendix XXII). This, too, was an area zoned by the

⁷⁶ It could be argued perhaps that Paris Investment Ltd. could sell the 215 acres at much more than \$1,000 per acre if a buyer, such as a country club, was found, and could use the land for recreational purposes, as zoned.

⁷⁷ This assessment was made by the Assistant Assessor in the Assessor's Department.

Edmonton District Planning Commission as Metropolitan Recreation and which together with 87.28 acres in the same subdivision was sold to the City at \$1,000 per acre, a price that would have been higher had not the land been zoned for park purposes only. The 152 acre site has since been reserved as the proposed site of the Fort Edmonton Park, discussed earlier.

Also in the southwest, south of the river, are two areas acquired by the City by exchange and expropriation respectively (Fig. 38).

(iv) Park Area West of the River This area falls within the McKenzie ravine. The lands here were acquired by purchase, exchange, and by resubdivision grants set by provincial legislation.

(v) Parkland in the Southeast South of the River also is an area of old Crown land which included the old Rifle Range--portions of River Lots 25, 27 and 29. These areas were sold to the City at a modest price by the Federal Government, as indicated in Appendix XXIII. The southern portion forms the Forest Heights Park; the northern, the Riverside Golf Course. To the east, but west of the Hardisty subdivision, is a ravine area, a portion of River Lot 33 which, along with that area north of the subdivision, was also zoned by the Edmonton District Commission as "Metropolitan Recreational". Like the other areas in the southwest of the city, the total acreage of 151.6 acres was purchased by the City at a little more than \$1,000 per acre (Appendix XXII), and thus extended the riverine parklands further east. The

extension continues along the river, but north of it, into the easterly meander loop, that is, in the Beverly Heights Annex and Rundle Subdivision. In these areas all the parklands were acquired by purchase.

(vi) Other Park and Recreation Areas The other areas acquired for parks, district parks, community leagues and playing grounds in the period from 1946 to 1966 are clearly shown in Figure 38 and in Appendix XXIV. They are largely peripheral to the central area of the city. The reasons are twofold. The first is that the river valley park, Borden Park and the Exhibition Grounds, and later Clarke Stadium, satisfied to some extent the open space and recreation needs of the central part of the city in the earlier years. Second, as a result of provincial legislation which authorized the grants of land for park and recreation purposes by newly created subdivisions, as a result of replotting schemes which began in 1945 and continued even to 1966, and as a result of the agreements between the City and the Public and Separate School Boards to amalgamate playing fields and community reserves, the lands shown in Figure 38 peripheral to the central core were acquired in the manner shown. Among the largest areas are the Coronation Park already discussed; and the park area in the Lauderdale Subdivision, acquired in various ways and especially because the northern section of the city was in need of a public park. This area is also in line with one of the runways of the Edmonton Industrial Airport, a factor that made it unsuited to residences. But for this factor, this area might never have been given to open space.

Two other fairly large land acquisitions north of the North Saskatchewan River (Appendix XXIV) are the ravine that joins the river valley in the east, and a 140 acre site outside the city limits in the extreme northwest. The ravine came within the Metropolitan District Plan which made for easy purchase by the City. The site outside the city limits was bought for use as a cemetery since the northern part of the city was rapidly growing and Beechmount Cemetery would not in the long run meet the needs of the northern area as well as the rest of the city.

South of the river, at the southeastern end of the Mill Creek Ravine is another large park area, which was acquired by the City before 1930 as a result of tax arrears but was not officially given to park purposes until during or after the replot of the Avonmore Sub-division in 1954.

CONCLUSION

Finally certain conclusions may be drawn from this discussion. The sudden, dramatic increase in the city's population after World War II created an unprecedented demand not merely for more open space but for developed park and recreational facilities. This was met in a number of ways. First, municipal re-zoning of non-parks to park areas gave a dubious measure of additional parks space. Also, zoning by the District/Metropolitan Planning Commission of the river valley and its ravines as "Metropolitan Recreational", in

keeping with a long established policy to keep the valley a central park and in order to curb excessive speculation in land, made for the city's speedier acquisition of the lands so zoned as parks and recreation sites.

Next, effective public pressure for park and recreation facilities made for the establishment of a Parks Department and for municipal development of areas that were previously reserved as parks. It was public pressure, too, that was partly responsible for the 1955 "Report on Active and Passive Recreation, Park and Open Space Facilities". This Report became the indispensable long-range master plan of development of parks and recreation facilities in Edmonton. Though adopted by Council, its recommendations were not at first implemented by Council, but public sentiment directly and indirectly effected its implementation.

The third process that guided parks development in the City was the contribution of individual persons and groups such as the Kinsmen Club in the development of the Walterdale Sports Centre, the South Side Services Club in the construction of the South Edmonton Sports Centre, the Edmonton Centre Royal Astronomical Society of Canada in the establishment of the public planetarium in Coronation Park, and the Edmonton Civic Centennial Committee, Alderman McGugan, the Rotary Club of Edmonton and others in the creation of the Fort Edmonton Park.

Even more significant is the collaboration between the Edmonton

Public School Board and the City in procuring and developing cooperatively school grounds and adjacent parklands, and jointly developing recreational facilities. The last named even made for an amendment of the City Act. But overriding all these were the decisions of the Council. Altogether these forces worked, sometimes independently but largely collectively, to effect significant change. Thus the forces that have so far shaped the development of Edmonton's park and recreation system up to the end of 1966 have recorded great achievements and promise even wider development.

CHAPTER XIII

COUNCIL'S POLICIES ON THE USE OF CITY-OWNED LAND:THE CIVIC CENTRE

RENEWED ATTEMPT TO DEVELOP THE CIVIC CENTRE

It was shown earlier (see p. 231 above) that the area chosen as the Civic Centre adjoins the eastern section of Edmonton's central business district--between 99th and 100th Streets and 102nd and 104th Avenues. Though the seat of local administration and close to the retail core of the city, the land remained fallow for years, "its surface wasted in parking lots and scattered, inappropriate buildings, most of poor quality".¹ The reason for this was also intimated before: the land was reserved for the Civic Centre development and no permanent structure was allowed on it. The City's policy of acquiring privately-owned properties in the area as opportunity offered met with steady success, and by the end of World War II most of the land had come into the ownership of the City.

The year 1947 witnessed a renewed attempt to develop the centre. The Federal Government gave notice of its intention to erect a federal building of "considerable importance" and requested the City to offer

¹ Webb and Knapp (Canada) Ltd.: Edmonton Civic Centre, A Plan submitted to the City, February 1962.

a site of "first-rate prominence".² The Edmonton Town Planning Commission and the City Commissioners agreed that such a building should form an important element of the Civic Centre, and that the City should evolve a scheme of buildings and open spaces so that in time the whole might be developed into a group suitably arranged and imparting a fine civic effect. They agreed further that an Auditorium and Arts Centre should be added elements of the Centre.³

The Burgess and Dewar Plans

In 1947 two plans for the development of the Centre were submitted to the Council. The first was prepared by Professor Burgess, Chairman of the Edmonton Town Planning Commission. The principal elements included a central open area between 99th and 100th Streets and 102nd and 103rd Avenues, surrounding which were a federal building to the north, an auditorium and arts centre to the south, a City Hall and accessory uses to the east, and a market to the west. Since the Council was more interested in the site of the federal building, it took no action on the suggested plan.⁴

The second plan submitted to Council, the Dewar Plan,⁵ incorporated the principle of using public buildings as a bastion against

² Edmonton Town Planning Commission Report on the Civic Centre, April 15, 1947.

³ Loc. cit.

⁴ Minutes of Council Meeting, April 17, 1947.

⁵ The City of Edmonton: Proposals for Civic Centre Development, by M.C. Dewar, City Architect, 1947.

encroachment by commercial properties. The scheme showed public buildings dominating each side of 100th Street from the post office to the C.N.R. Station. These were to act as a barrier to business development. Properties on the east side of 99th Street and the south side of 101A Avenue were to face large open spaces in the Civic Centre. These open spaces were to be used primarily for off-street parking. The main buildings envisaged by the Plan were a civic auditorium with museum and art centre, a new City Hall, a federal building, and a communications building. The market was to be removed, its site taken by the City Hall, and a new market found elsewhere in the retail section of the city.

The Council's approval of a by-law to create a debt of \$1.5 million for constructing a civic auditorium and an art and recreation centre failed to secure majority assent.⁶ Moreover, the sites proposed by both Dewar and Burgess were too small for the federal building.⁷ The Federal Government attempted to solve the problem by offering to exchange its lots facing north on 103rd Avenue for a portion of the western part of the Market Square, but this, in the opinion of the Commissioners, would necessitate building a new market. The Government offered a substantial contribution of \$100,000 towards

⁶ Submitted to ratepayers at the General Civic Election on November 5, 1947.

⁷ Minutes of Council Meeting, January 28, 1949.

the replacement of the old market building, provided that a site for the federal building was found on the west side of the Market Square. If, however, a site was not found, the Government planned to erect its building on its site on the west side of 100th Street, facing north on 103rd Avenue.⁸ But procrastination which, since 1912, dogged deliberations on the development of the Civic Centre won the day, and nothing came of the Dewar Plan.

The Detwiler Plan

In 1950 the Council was presented with yet another plan, the Detwiler Plan, to lease for ninety-nine years the area reserved for the Civic Centre (bounded by 101A and 104th Avenues, and 99th and 100th Streets) for the purpose of developing a project called the "Edmonton City Centre".⁹ The proposals revealed a grandiose plan to finance, design, build, and operate a unique and modern complex which was to "combine beauty, art and music with other essentials for living, shopping, and business". The development was to include the construction of parking facilities for 1,600 vehicles; an auditorium to seat 2,500 persons, together with facilities and conveniences for the presentation of musical recitals, drama, lectures and motion pictures for civic and social

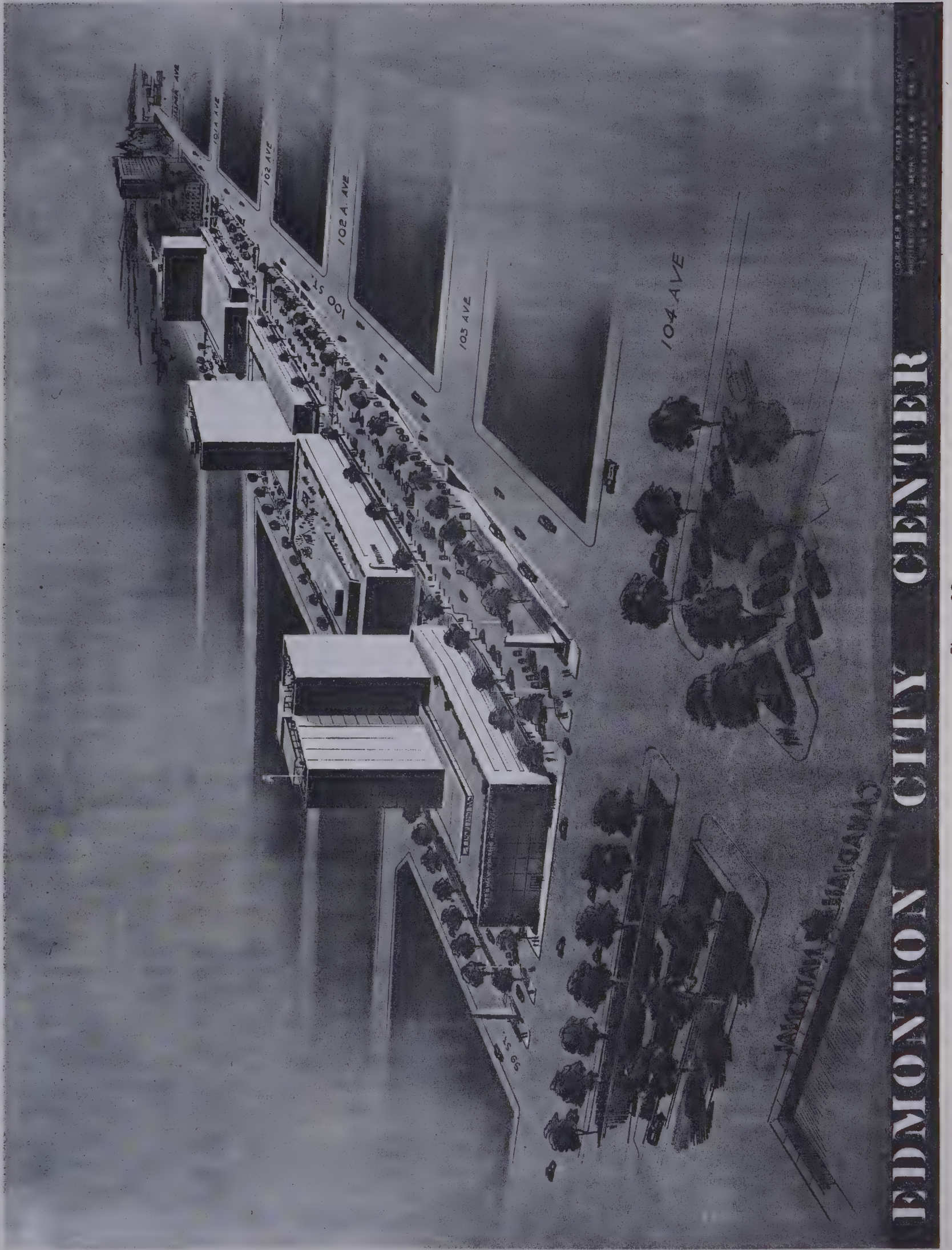
⁸Ibid., February 21, 1949.

⁹Letter to Mayor S. Parsons and City Commissioners from L. E. Detwiler, Managing Consultant, First New Amsterdam Corporation, New York City, February 23, 1950.

gatherings, conventions, and all types of cultural and entertainment activities; a market; a public museum and art gallery; covered and protected sidewalks; an underground walk and arcade to the C. N. R. Station and the Macdonald Hotel; children's nursery and play area; a professional building for doctors, dentists, opticians and other members of the medical profession; office and commercial buildings; appropriate landscaping; illumination of the project at night; one or more department stores, radio and television broadcasting stations; and various types of general business, offices, stores, shops, restaurants, clubs, studios and any business or activities permitted by law. It was indeed a lavish scheme, as illustrated by Figures 39 and 40.

Other details of the Plan were equally interesting. If the City approved the scheme, the Company would form a Canadian Corporation called the Edmonton City Centre Ltd. with a stock capital of \$2 million, and obtain additional financing of approximately \$23.5 million to complete the project. The Edmonton City Centre Ltd. would then enter into a contract with the City to lease the necessary land for ninety-nine years. At the end of that time, all the improvements made on it would go to the City without cost. Instead of direct ground rent and taxes, the City would receive 25 per cent of the net profits realized from the earnings of the whole project after operating, maintenance and depreciation expenses, including interest and sinking fund payments, were deducted. The total estimated investment was \$25 million.

The Plan appeared to be a happy marriage of public and private



EDMONTON CITY CENTRE

Figure 39

EDMONTON CITY CENTER

ARCHITECT: ROBERT A. ADAMS
ENGINEER: J. H. BROWN
CONTRACTOR: EDWARDS & CO.

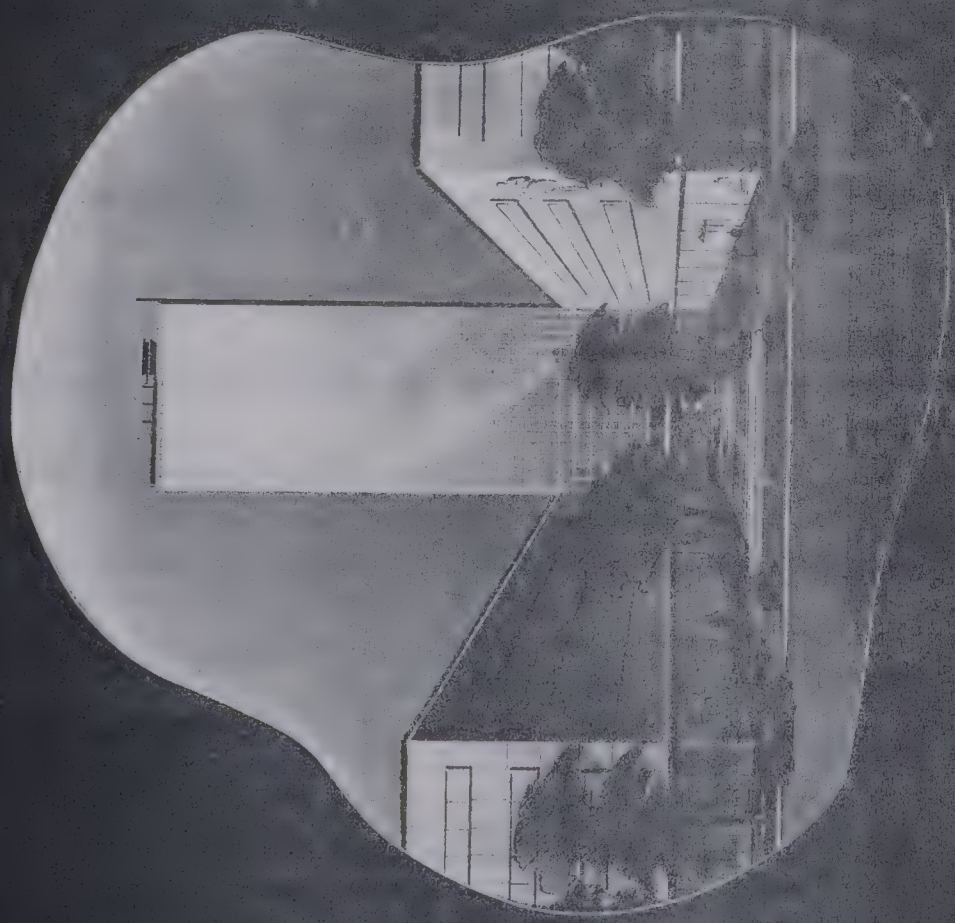


Figure 40

needs. It promised to increase and stabilize downtown property values. Perhaps even more important, it combined works of art, fountains, trees and shrubs, and garden courtyards. Unfortunately it admitted the free play of vehicular traffic within the Civic Centre itself, and this might be considered a disadvantage since its danger, noise and fumes would be disturbing. Apart from this, the scheme was daring and promised to create a pleasant and inviting environment. Indeed it was people-oriented and could well meet their needs--cultural, artistic, civic and commercial. If implemented, it could in every way benefit the city.

The Council regarded the proposal as "desirable", approved it in principle, and instructed the Mayor and Commissioners to apply to the Legislature for an amendment of the Edmonton Charter to empower its development.¹⁰ The question then arose: would the ratepayers support the scheme? The history of the Civic Centre has shown that from 1912 to 1950 the ratepayers of Edmonton have successfully defeated every attempt by Council to develop the Centre. The underlying reason for this was no more than fear of increased taxation. True to form, they opposed the Detwiler Scheme. First the Property Owners' Association, whose record of protests has rarely revealed anything constructive, insisted that if a Charter amendment was granted

¹⁰ Minutes of Council Meeting, February 27, 1950

to authorize the City of Edmonton to enter into an agreement with Detwiler, it should not be made effective until endorsed by a plebiscite of the taxpayers.¹¹ Similarly, the Labour Progressive Party requested that full details of the Detwiler Plan should be published and made available to all citizens of Edmonton and that the matter be put to a vote of all electors of the city.¹² True, these are valid requests of a democratic society, and reveal a keen interest in community affairs. Yet, underlying this was a negative attitude born of a dislike of increased taxation. The force of this interpretation is assisted greatly by the facts which follow. The Provincial Government approved the amendment of the Edmonton Charter to allow the City to enter into "an agreement for the development of the Civic Centre Area".¹³ The draft agreement of the City with Detwiler was thoroughly discussed, clause by clause, in Council, also by the Commissioners and by the Superintendents of the Utilities Departments and representatives of the Gas Company, and by the Commissioners and Detwiler and his solicitors. These discussions resulted in a number of changes in the agreement and in the plans.¹⁴ In addition the Commissioners made a thorough study of the financial

¹¹ Ibid., March 27, 1950.

¹² Ibid., September 25, 1950.

¹³ Ibid., March 15, 1950; Chapter 113 of the Statutes of Alberta, 1949.

¹⁴ Minutes of Council Meeting, May 22, 1950.

aspects of the project and found that the City, if it implemented the scheme, stood to gain materially, not only by direct taxes (an average of \$350, 000 a year) but also from the other provisions of the Plan. The Commissioners concluded by recommending the Plan to Council.¹⁵

In very truth much time, effort, and money had been spent on the proposals to ensure that the City was legally protected and the enterprise a profitable one for the city. Nevertheless, the ratepayers to whom the proposed agreement (with amendments approved by Council) was submitted for approval,¹⁶ voted against the Plan which, like others before it, was shelved. But the idea of a Civic Centre was not altogether dismissed from the minds of the Council, for by 1953 when it became necessary to bring together all the City Departments (then housed in four separate buildings) under one roof, the Mayor, William Hawrelak, advised Council that there was no better way to start the development of the Centre than by the construction of its own City Hall. It was a recommendation readily endorsed by the Council.¹⁷ Three years later

¹⁵ Commissioners' Report to Council, No. 24, June 29, 1950.

¹⁶ The 1949 City Charter Amendment required that the proposals should be submitted to the ratepayers "in the same manner as in the case of a money by-law". The proposals required the affirmative vote of two-thirds of the ratepayers voting on it. Presented to the ratepayers on November 1, 1950, the agreement failed to get their approval.

¹⁷ Minutes of Council Meeting, April 22, 1953.

the City Hall was built, chiefly from funds obtained from the Fortin Refunding Plan.¹⁸

A Proposed Development Scheme

In 1961 the Council agreed to a suggestion by the Planning Advisory Commission that a comprehensive plan of the area should be prepared to ensure orderly and desirable development and to provide prospective developers with a firm basis for future plans.¹⁹ The general agreement was that a good plan was essential to maintain downtown property values and to obtain additional capital investment, and might even be the governing factor in obtaining certain developments. The Council therefore allocated \$30, 000 to the appointment of consultants who would make a study of the area.²⁰

The basic problems that faced any development of the Centre were first, how to ensure that developments in the area would conform to the plan, and second, how to assemble the necessary building sites. The solution to these problems was found in Sections 73 and 79 of the Town and Rural Planning Act of the Revised Statutes of Alberta, 1955.

¹⁸ The Fortin Refunding Plan was a method employed by the Council in 1937 to reduce interest on 6 per cent and 7 per cent Bonds of the City. By not paying the premium on these Bonds and by allowing them to bear interest rate until their respective maturity dates, over one million dollars of the City's debt were taken off the market and invested to bear a substantial profit (Commissioners Report to Council No. 26, May 20, 1937; and No. 26, July 10, 1953; also Minutes of the Council Meeting, May 20 and July 10, 1953).

¹⁹ Minutes of Council Meeting, March 13, 1961.

²⁰ Commissioners' Report to Council, No. 21, March 13, 1961, and Minutes of Council Meeting of the same date.

These sections dealt with the "Development Scheme". Section 74, for example, authorized that the Council might adopt such a scheme to

...make available any land for agricultural, residential, commercial, industrial or other purposes...and provide for the acquisition, consolidation, subdivision and sale or lease by the municipality of such land and building as are necessary to carry out the development scheme,

or the Council might

reserve land for future acquisition as the site or location of any road, service, public building, school, park or other open space, and impose such building and other restrictions on the use of the land and make such agreements with the owners of the land as are necessary to carry out the development scheme.

Similarly Section 74 demanded that the development scheme should set out the manner in which the scheme was intended to implement a proposal or part of a proposal of the General Plan, the land affected by the scheme, and the details of the development to be carried out. The Planning Advisory Commission suggested, therefore, that the Council should employ a "development scheme" to ensure functional conformity to the plan of development. The adoption of the development scheme would also give the Council unusual powers to assemble and dispose of land, to control land use and architectural appearance and to maintain consistency.²¹

The Commission advocated that the chief elements of the plan should be an ornamental park between 99th and 100th Streets, south of

²¹Progress Report No. 1, The Civic Centre Study, Planning Advisory Commission, May 3, 1961.

City Hall; a major convention hotel set in attractive grounds and with shopping facilities, underground parking, restaurant and lounge facilities; a transportation centre to foster a rapid transit system; a coliseum to augment convention facilities of the hotels and to make of Edmonton the most important convention city in Western Canada; a legal building to the east of City Hall; a market square; a court house; a new post office; a new library; a recreational building; an art gallery; new office buildings; a tourist bureau; and facilities for parking. None of these elements was new. The ornamental park, for instance, was a resurrected idea, first born in 1913, suffocated at birth, and reborn in the Burgess, Dewar and Detwiler plans. The Commission incorporated these ideas into a plan submitted to Council, the major components of which were to be built by private capital or by semi-public agencies.

The Webb and Knapp Agreement and Plan

The study just mentioned was to prove most helpful to the Council, especially a few months after it was presented, when it approved in principle an agreement with Webb and Knapp (Canada) Ltd., a subsidiary of the William Zeckendorf Company of New York, to incorporate a proposal submitted by the Company to spend \$100,000 in preparing a plan for the development of the Civic Centre area.²² After much discussion

²² Minutes of Council Meeting, August 29, 1961. The proposal was presented to Council by Mr. D.S. Owen, President of the Company, at a special meeting held on August 17, 1961.

the agreement was signed on October 20, 1961. In part it stated that:

The Company will at its sole cost and expense within 120 days after execution of this agreement cause to be prepared a plan and plan material for the civic centre area of Edmonton... at a cost estimated by the Company to be \$100,000.

This was based on the condition that the City would "freeze" development in the area for the 120-day period allowed the Company. Further, the plan was to include objective proposals for a balanced development of the Civic Centre, blending municipal, community and commercial elements. Also all plan material and sketch designs for each building structure must appear upon a scale model to be produced by the Company and to be presented as part of the plan, all of which would automatically become the property of the City, should the plan not be adopted. Also Webb and Knapp was to submit, at the time of presentation of the plan, an undertaking to construct a certain number of the commercial buildings, envisaged by the plan, according to a definite time schedule which would be settled by agreement with the City. The City, in turn, would make available the necessary sites to Webb and Knapp at reasonable prices, initiate (if the plan was adopted) a "development scheme" as is its right under Sections 73 to 79 of the Town and Rural Planning Act, which, if approved by the Provincial Government, would give the City the necessary powers to assemble and dispose of all lands required by the plan.

In March 1962, Webb and Knapp Ltd. submitted its plan to the Council. Its objectives were to enhance City Hall with a fine Civic

Park, lending beauty and dignity to the centre of Edmonton; to house governmental and cultural agencies on sites best suited to their growing needs; to strengthen the existing downtown retail activity and encourage expansion; to realize the full potential for commercial development within a framework of ordered growth; and to create a dynamic urban centre, giving form to the City and a rich life to its citizens. The Plan also gave valuable data on land use, proposals regarding traffic circulation and parking, zoning and land assembly, as well as a detailed economic study of potential demand for office accommodation in Edmonton, relative to the planned Civic Centre area development.

The dominant feature of the plan was to be a Civic Park and Square, with Cenotaph and playing fountains, flanked on the east, south and west mainly by new public buildings, including a Land Titles Office, a magistrates court, a northern pavillion building, a new library, and an arts theatre (Fig. 41). Other buildings included a number of office blocks. On the north were to be a new federal post office, and C.N.R. buildings--a twenty-five-storey office building and a three-storey office building. Outside the civic square were to be two other twenty-five-storey office towers and other office buildings; and a coliseum to seat 11,000 persons, sited in an area adjacent to the retail district, and new hotels. The Plan also proposed expansions to department stores and to the bus depot; provision for over 5,000 parking spaces in new garages within, or immediately adjacent to, the retail district itself; and the creation of tree-lined pedestrian shopping promenades

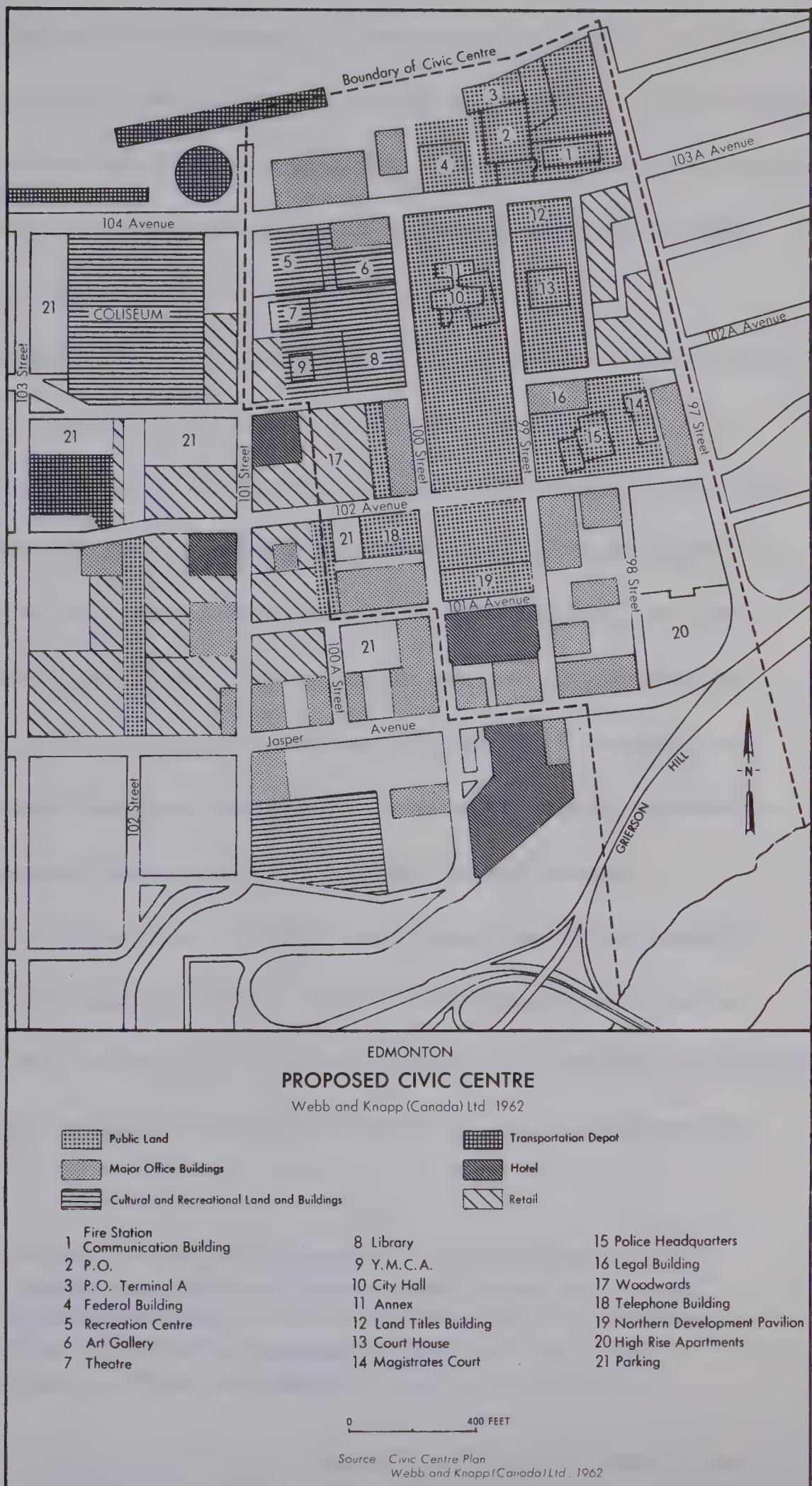


Figure 41

at several points within the district. Traffic was to use a distributor ring road, instead of going through the heart of the district, and access to the business district was to be by public transit. This was the main weakness of the Plan, heightened in the proposed widening of some streets and the construction of new ones.

The Plan also advocated the concurrent adoption of a new zoning district to be called "The Civic Centre Protective District", and to cover the area from the C.N.R. tracks south to the north bank of the North Saskatchewan River, from 97th Street west to an irregular line varying from 101st Street to 100A Street, to 100th Street, to a point east of the Macdonald Hotel. The zoning measures should include regulations relative to exterior architectural and sign controls, off-street parking and loading, construction, reconstruction, alteration, removal, extension and standards of architectural designs.

In every way this Plan of Webb and Knapp was comprehensive, and its adoption would, it seemed, prove profitable for Edmonton. A month after it was submitted, the Council requested its evaluation by the Commissioners who also reviewed the terms of the Agreement and advised:²³

1. The Memorandum of Agreement was prepared before specific studies or planning began, and, while the terms of that Agreement could no doubt still be invoked, it now seems to be of mutual advantage to regard it as of no further effect. Webb and Knapp's position is in no way

²³ Commissioners' Report to Council, No. 42, June 25, 1962.

worsened by such an action, for, if the City does not adopt the plan, the force of the Agreement expires in any case, and if the City does not adopt this or any other plan involving a major central area commercial redevelopment, it is very unlikely that its powers of land re-assembly will be required as a requisite to construction in any event.

2. As the City's examination of the plan proceeded, it became apparent that certain of the proposals could not be economically justified, and several modifications seemed warranted. A program of adoption and implementation by the City will have to be based upon a specific plan, and, as mentioned, the plan to be recommended will not be that submitted by Webb and Knapp. Adoption of any plan other than that submitted by Webb and Knapp will not legally involve any further special obligation to that Company even though the new plan might contain most of the important concepts of the originally submitted plan.

3. It would be unattractive for Webb and Knapp, and equally undesirable from the City's point of view, to have the Company bound by a rigid construction commitment which could be unrealistic because of some unexpected events or unforeseen growth trends which alter the predicted growth rate... The City's responsibility to the general community is to encourage a certain type of orderly development in the Civic Centre area. This will be accomplished as well without as with a specific construction commitment from Webb and Knapp.

4. Technically, in the opinion of City officials, the plan as originally submitted should be revised in several respects to street alignment, circulation and parking. These revisions have been developed in the closest relationship with the designers of the original plan. Since March 22, 1962, the date of Webb and Knapp's presentation, the firm of I. M. Pei and Associates has been engaged directly by the City; it is anticipated that Pei will be further consulted from time to time throughout the physical development of the Civic Centre... any further professional services... ought to be obtained without any further obligation or cost to Webb and Knapp.

5. Your Commissioners recommend that the City of Edmonton does not officially adopt the plan submitted by Webb and Knapp (Canada) Limited pursuant to the Memorandum of Agreement dated October 20, 1961.

Finally the Commissioners recommended that the City adopt the Civic Development Plan, that is, the revised plan which had been developed "in the closest relationship" with the designers of the original plan.

What followed in Council after the presentation of this report was to be of tremendous significance and must be followed in detail. First, Council's decision was to settle the Civic Centre issue irrevocably and change the land-use pattern of the whole area. Second, it raised an ethical issue and the promise of a legal battle between Webb and Knapp and the City.

On the presentation of the Commissioners' Report No. 42 (1962), three motions were put to Council:²⁴

(a) That the City of Edmonton does not officially adopt the plan submitted by Webb and Knapp (Canada) Ltd. pursuant to the Memorandum of Agreement dated October 20, 1961

(b) That the recommendation of the Commissioners be approved and we approve their recommendation for the adoption of a Civic Centre Plan and that the Commissioners be instructed to proceed with the carrying out of the sequences...

Amendment to (b): That the words "based on the submission by Webb and Knapp (Canada) Ltd." be inserted after the words "Civic Centre Plan" in the motion of alderman...

(c) That we proceed to consider the report, recommendation by recommendation.

The last was agreed upon and after both plans were examined a motion was put to Council:

²⁴ Minutes of Council Meeting, June 25, 1962.

The Council approve in principle the Civic Centre Development and programme dated June 25th and concur with the Commissioner's recommendations contained therein and also instruct that the resolution be prepared as required by Sections 73 to 79 of the Town and Rural Planning Act which is necessary to implement the programme.

Two attempts by two Aldermen to amend this motion to include the words "based on the Webb and Knapp (Canada) Ltd. plan" and, "resulting from the Webb and Knapp (Canada) Ltd. plan", after the words "Civic Centre Development Plan" failed, and the original motion was passed.

By the terms of the agreement of October 20, 1961, between the City and Webb and Knapp, it seemed quite legal for the City to adopt the Civic Centre Development Plan, for the agreement with Webb and Knapp had terminated. Also the motion passed by Council on December 17, 1962, stated that the Council approved in principle the Webb and Knapp proposal, and requested the Commissioners to prepare a detailed agreement. Therefore this motion did not in any way commit the City to anything specific. Moreover, the City Solicitor declared that it was the law that an approval in principle was, by its nature, conditional and equivocal.²⁵

Yet, while the City's adoption of the Civic Centre Development Plan appeared legal, it seemed nonetheless unethical on two counts: the latter plan was basically Webb and Knapp's, hence the attempts

²⁵ Letter from the City Solicitor to Mayor William Hawrelak, January 26, 1965.

by the two Alderman to amend the motion of approval in principle of the Civic Centre Development Plan; and the preparation of the original plan had cost Webb and Knapp about \$153,000,²⁶ and some compensation might have been given by the City. Equally disconcerting was Webb and Knapp's apparent delusion that the Company would be allowed the physical development of the Centre. This was implied in a statement alleged to be the contents of a telegram from Webb and Knapp, released to the Press. To avoid the danger of incorrect paraphrase it will be quoted in parts:²⁷

The Council, on July 2, 1962, in resolving at its meeting of June 25th not to adopt officially the Webb and Knapp Plan, did not in fact abandon the Plan but took a course of action which enabled it to accept the Plan.... The City of Edmonton now has available a Master Plan which can be proceeded with promptly and we are happy in the knowledge that we have contributed in no small measure to making possible this highly desirable result.... Representatives of the City will meet with representatives of Webb and Knapp in Montreal...to discuss the first physical development of the Civic Centre Programme... We were advised that the Plan which was adopted was in effect the Webb and Knapp Plan and that such Plan will continue to be identified and that further, the City of Edmonton would ensure that our Company would suffer no loss or prejudice in this matter notwithstanding the course of action.

Was this an assumed delusion? Should the words "suffer no loss or prejudice" be taken to mean that the City would not reveal to the public the apparent financial difficulties of the parent company? There is

²⁶ Statement made by Mr. James A. Soden, President of Webb and Knapp (Canada) Ltd. in Council, December 17, 1962.

²⁷ Commissioners' Report to Council, No. 45, July 3, 1962.

definitely a missing link in the records of the City. It is information that was purposely kept out of the files, which, had it been included, would explain why both the City and Webb and Knapp acted the way they did.

The Civic Centre Development Plan

The objectives and components of the Civic Centre Development Plan, as revised, are exactly the same as those of the original plan (cf. Figs. 41 and 42). The central ornamental park (the Sir Winston Churchill Park and Square) is still the piece de resistance, though reduced in length from 1,400 feet in the Webb and Knapp Plan to 850 feet. Also, instead of an unbroken oblong there are two parks divided by 103rd Avenue. The square is terminated on the south by the new library, under which is the City garage. The revised Plan also shows the relocation of certain Webb and Knapp units, including the coliseum, the art gallery and municipal offices, and introduces a centennial building, a communications building, a tourist centre and, south of the Civic Centre, the Hotel Chateau Lacombe, partly built on public parkland by assent of the ratepayers. Further deviation from the Webb and Knapp Plan is the changed alignment of the proposed new 103rd Avenue right-of-way, east of 101st Street. In any case, this lot was indicated on the Webb and Knapp Plan, so it seems hardly an improvement, and has the unfortunate disadvantage of cutting through what was to be a restful park.



Figure 42

To initiate the development of the Plan the Council passed By-law No. 2325 (December 10, 1962) to raise \$1 million, authorized the replot of the Civic Centre in view of the drastic changes contemplated,²⁸ and recommended to the Government of Alberta an amendment of the City Act so that only a simple majority would be required on any vote on the development of the Civic Centre or the re-development of the downtown area.²⁹ This last was an attempt by Council to forestall the defeat which such a by-law could suffer when it was put to a referendum. Thus far the plans for the development of the Centre were analyzed, probed, dissected, and although much had happened since 1912, when the first plan was submitted, over fifty years later, in 1964, no action, public or private, had succeeded in changing the morphology of the area. Commercial interests had indicated their willingness to construct several of the more important private buildings, but most of these were conditional on the City's undertaking some of the public portions of the Plan.³⁰ The exception was the Canadian National Railway Company which announced on August 9, 1963, its intention to redevelop its Edmonton station property in accordance with the Civic Centre Plan. The Company indicated that it would build a twenty-five-storey office tower above a three-level parking garage,

²⁸ Minutes of Council Meeting, October 17, 1963.

²⁹ Ibid., November 12, 1963.

³⁰ Commissioners' Report to Council, No. 9, January 13, 1964.

the whole occupying the air space above a new passenger terminal.³¹

The C. N. R. Office Tower

This project was a novel one and equated favourably with the decision of the Canadian Northern Railway (to which the C. N. R. is successor) to extend its railway line to Edmonton in 1901. The Company solicited and received the full cooperation of the City. As access to the building was of major importance, the Council guaranteed that the portion of the old 104th Avenue required to serve the building complex would not be closed during the life time of the building.³² In turn the C. N. R. agreed to pay for the reconstruction of that part of the Avenue necessary to service the building, including the provision for taxi service. It also guaranteed that the public access to the building over the area would remain unimpaired.

The Council gave further encouragement to the project by authorizing the City Commissioners to confirm an understanding, given in a Letter of Intent by Mayor Roper (dated August 21, 1963), that it would lease three floors of the Tower. The contents of this letter were never submitted to or approved by Council, and the City was not legally bound to honour it. But the City's failure to lease the office space would have forced the Corporation to reconsider the whole

³¹ Ibid., August 12, 1963.

³² Minutes of Council Meeting, August 12, 1963.

project, or possibly scale it down to thirteen storeys and to re-negotiate its financing.³³

On the other hand, the City required the space. An accurate survey in 1964 showed that by June 1966 an additional 29,300 square feet of office space would be required, a further 13,600 square feet by 1969, and still a further 13,700 square feet by 1972.³⁴ Since it was generally understood by the Commissioners and the Council that until the new wing of the City Hall was built (in about 1973) the required office space should be rented, the decision to lease the space made for an altogether convenient arrangement. Moreover, the stimulus which the construction of the Tower gave to the development of the Civic Centre permits the conclusion that the City's decision to rent the three floors, and thereby hasten the construction of the Tower, was indeed a capital one.

Civic Development of Elements of the Civic Centre

But the City went further to make the development of the Civic Centre a reality. To reassure the business community and the citizens of Edmonton of the City's determination, the Commissioners recommended that a programme of public development should be undertaken quickly.³⁵

³³ Minutes of Council Meeting, May 11, 1964. See also Commissioners' Report to Council, No. 26, May 11, 1964.

³⁴ Loc. cit., Commissioners' Report No. 26.

³⁵ Commissioners' Report to Council, No. 9, January 13, 1964.

The Council had previously designated the Coliseum as the City's Centennial project, and the Stanford Research Institute which had been commissioned to undertake a detailed economic research study of it, had recommended the construction of a complex to cost \$10.5 million.³⁶ But the money by-laws to raise the amount were defeated at the Civic Election of October 16, 1963. It seemed as though the ratepayers were determined to prevent the development of the area. Therefore the Commissioners suggested that the City officially identify the new library and civic square underground parking garage as the City's centennial project,³⁷ a recommendation approved by the Council on January 27, 1964. Besides, an underground parking garage underneath the Market Square had been recommended by all consultants associated with the Civic Centre.

The estimated cost of the library was set at \$3 million and the underground garage at \$2.8 million. The recommendation was adopted by Council to be financed as a Centennial project, with contributions from the Federal and Provincial Governments amounting to \$2 per capita of resident population, provided that the entire project was completed by July 1, 1967.³⁸ This decision of the Council necessitated

³⁶ Minutes of Council Meeting, June 12, 1963.

³⁷ Commissioners' Report, No. 9, January 13, 1964, op. cit.

³⁸ Minutes of Council Meeting, January 27, 1964.

a new site for the Market which the Council agreed to relocate east of 97th Street between 101A Avenue and 102nd Avenue.³⁹ By March 1965 the Market was completed at a cost of \$360,000.⁴⁰

The decision of the C. N. R. to build the first of the three twenty-five-storey towers suggested by the Civic Centre Plan radically changed a proposal, which the City had adopted in principle,⁴¹ for Webb and Knapp to construct the towers at intervals of five years. The change in plans brought a request from Webb and Knapp for a cash settlement of \$100,000 from the City instead of any benefits which the Company claimed should accrue to them for preparation of the Civic Centre plans and studies.⁴² The recommendation of the Finance Committee to which the matter was referred stated:⁴³

After reviewing the correspondence and negotiations between the City and Webb and Knapp Ltd. the Committee is of the opinion that the City has no financial obligation to the Company, and recommends to Council that we reject the request of the Company.

Not satisfied, the Council again referred the matter to the Finance Committee for reconsideration, and again the Committee returned

³⁹ Commissioners' Report No. 9, op. cit.

⁴⁰ Minutes of Council Meeting, January 27, 1964.

⁴¹ Ibid., December 17, 1962.

⁴² Ibid., December 21, 1965.

⁴³ Ibid., January 11, 1965.

the previous recommendation, word for word. It was only then that the Council approved the recommendation.⁴⁴

Other Developments--Actual and Proposed

In the development or proposed development of other elements of the Civic Centre by the Federal and Provincial Governments and especially by private developers, the City Council of Edmonton was most conciliatory to their requests and in some cases offered sites to them or helped them to secure sites. The undertakings may be considered separately.

The Federal Post Office This building, although only two storeys high, covers a considerable ground area. Most of it was formerly vacant land owned by the Federal Government which found it also necessary to expropriate parts of 98th Street and 104th Avenue south of the railway from the City.⁴⁵ The Government, on the other hand, allowed the City of Edmonton to construct 103A Avenue, within the same area, on land still owned by the Government. While the physical change has been made, up to the end of 1966 there was no legal settlement of the matter.

The closing of a portion of 98th Street formed the first stage of

⁴⁴ Commissioners' Report to Council, No. 40, September 14, 1964.

⁴⁵ Expropriation Title No. 37Y197, March 6, 1963.

the City's plan to eliminate 98th Street altogether to enlarge the blocks between the railway and Jasper Avenue and make possible the construction (apart from the Federal Post Office) of other buildings when necessary.

These will include the municipal offices, the court house and the art gallery in one grouping; Chancery Hall and the magistrates court, and the recently-built police headquarters, in another grouping; and the planned coliseum, convention centre and office tower in a third grouping.

The Avord Arms Building This twenty-five-storey residential and parking complex occupies what had been vacant land owned by the City and Avord Holdings Ltd. The City owned lots 91, 92 and 93, and Avord Holdings lots 94, 95, and 96. By a replotting scheme Avord Holdings became owner of the City lots and the City received lot 96 and the west thirty feet of lot 95 of Avord Holdings property, as well as \$137,500 in cash.⁴⁶ The scheme facilitated to some extent the construction of the complex and will enable the City to construct on its exchanged lots, when it is ready, the planned expansion of its Recreation Building.

The Art Gallery The provision of a site for this building was undertaken by the City for two reasons. First, in all the Civic Centre plans discussed so far, provision was made for an art gallery which, it was generally agreed, would be an important adjunct of the Civic Centre

⁴⁶ Replotting Scheme, dated August 14, 1964.

and a cultural contribution to the City at large. Second, the property of the Edmonton Art Gallery, which was housed in the former Secord residence at the southwest corner of 99th Avenue and 105th Street, was purchased in 1951 through joint contributions from the City (\$29, 000), the Secord Estate (\$4, 000), and the Gallery itself (\$ 7, 000).⁴⁷ The agreement between the City and the Gallery (signed on October 9, 1951), which ratified the City's contribution, clearly stated that if the property was subsequently resold, the proceeds were to be used for the acquisition of an improved Edmonton Art Gallery. In 1961 the Gallery received a bequest of approximately \$650, 000 from the estate of Mrs. A. E. Condell for the construction of a "Museum of Art" building, to be known as "The Arthur Blow Condell Memorial Building". The bequest was conditional: the Edmonton Art Gallery must provide a suitable site within five years from the date of the bequest, otherwise the donation would go to the University of Alberta.⁴⁸

These two facts drew from the City the promise of a suitable building site. When it was assured that the Gallery was in a position to construct the new building and to sustain itself without financial difficulty, it agreed to give a site in the eastern part of the Civic Center area.⁴⁹ Because the terms of the Condell Will required that the Gallery have a freehold title, the City passed By-law 2868 on July 25,

⁴⁷ Commissioners' Report to Council, No. 40, September 14, 1964.

⁴⁸ Ibid., No. 4, September 14, 1964.

⁴⁹ Minutes of Council Meeting, September 14, 1964.

1966, to authorize a grant of \$211,000 to the Edmonton Art Gallery for the purchase from the City of the site in question. But even with the passing of this By-law, the difficulties surrounding the proposals of the new gallery were not altogether surmounted. The City was the owner of seven of the eight lots it donated to the site of the Gallery; but the eighth was privately owned.⁵⁰ Despite "extensive negotiations" with the owner to acquire it at a reasonable price, the City failed and resorted to expropriation under the Alberta Housing Act. This Act authorized that land may be acquired by a municipality for an urban renewal scheme by purchase, expropriation or otherwise, and before it is actually needed for and in anticipation of an urban renewal scheme. The lot fell within the boundaries of the Civic Urban Renewal Scheme, a plan for the preparation of which was approved by the Provincial Government under Order-in-Council No. 900/66. Therefore the Council could and did order its expropriation.⁵¹ At the end of 1966 preparations were well in hand to begin the construction of the Gallery.

The Centennial Building and Proposed Recreation Building Figure

42 shows that the Civic Centre Development Plan provides for a Centennial Building (a nineteen-storey office tower at the intersection of 103rd Avenue and 100th Street), a recreation centre and a new roadway west of the Centennial Building. The land given to the latter

⁵⁰ Commissioners' Report to Council, No. 86, July 11, 1966.

⁵¹ Minutes of Council Meeting, July 11, 1966.

building comprised four half lots which the City sold to Centennial Investments Ltd. for the construction of the building.⁵² The site of the proposed recreation building is entirely owned by the City. Figure 42 indicates also that the future extension of the recreation building will extend across 103rd Avenue to 104th Avenue. The roadway was shown to have a width of twenty-five feet. However, in order to create a more pleasing architectural effect of both buildings the City and the Centennial Investments Ltd. agreed that the west wall of the Centennial Building and the east wall of the proposed recreation building should be at least forty-one feet--the twenty-five foot roadway and a sixteen foot sidewalk or plaza called for by the design of the proposed recreation building.⁵³

Yet another Council decision contributed to the Centennial Building. It was the City's approval of a lease to the Centennial Investments Ltd. of a ten-foot strip of land within 103rd Avenue, adjacent to the building site, to provide for underground parking for the building.⁵⁴

The Coliseum The idea of the coliseum was first mooted in the 1960 Planning Advisory Commission report on the Civic Centre. It reappeared

⁵²Ibid., February 22, 1965.

⁵³Ibid., November 22, 1965.

⁵⁴Ibid., March 22, 1965.

in the Webb and Knapp Plan after which the Edmonton Exhibition Association, which was authorized by Council to undertake necessary design studies for the coliseum,⁵⁵ suggested the engagement of the Stanford Research Institute of California to do a survey of the need for and the use of a coliseum complex in Edmonton. The planning guidelines submitted by the Institute were approved by Council after their adoption was recommended by the Exhibition Board.⁵⁶ Earlier in 1963 the Edmonton Chamber of Commerce proposed to Council that the coliseum should be a part of the Civic Centre development,⁵⁷ a suggestion also expressed in the Civic Centre Development Plan.

The Stanford Research Institute conceived of a large complex at a cost of some \$14.25 million (\$10.25 million for the building and \$4 million for the land). The Institute proposed the site between 97th and 99th Streets, and Jasper Avenue and 102nd Avenues as the most suitable.⁵⁸ However, the Stanford proposals for the Coliseum failed to receive the necessary two-thirds assent from the ratepayers to whom it was submitted in a plebiscite on October 16, 1963. As the site falls within the area embraced by the Urban Renewal Scheme, the coliseum

⁵⁵ Ibid., June 25, 1962.

⁵⁶ Ibid., June 12, 1963.

⁵⁷ Ibid., March 25, 1963.

⁵⁸ Answers to Enquiries of Council, December 14, 1964.

was included in the proposals for the Scheme in the hope that the Provincial and Federal Governments would thus contribute 80 per cent of the total cost. Although a crafty move, it met with little success because the Provincial Government termed the Scheme "fatuous" and refused to approve it, as did the Federal Government. Nevertheless, the scheme was resubmitted, but without mention of the coliseum, even though it incorporated it.⁵⁹ The reason for this is that the assembly of land for the Scheme is hardly possible without the assistance of the two senior governments. Land assembly by any private developer is virtually impossible because of the fragmented ownership of the private lots that exists.⁶⁰ Both Governments have approved an urban renewal study for the area, and that was where the matter stood at the end of 1966.

The Sir Winston Churchill Square In 1965, the City dedicated the proposed central park in the Civic Centre to honour Sir Winston Churchill. The development of the site has been before the Council for some time but so far there has been no decision as to the form it should take. In 1965 Justice and Webb, Landscape Architects Ltd. of Vancouver, were engaged to design the park.⁶¹ Their plan was estimated to cost

⁵⁹ Minutes of Council, November 8, 1965.

⁶⁰ Commissioners' Report to Council, No. 56, November 8, 1965.

⁶¹ Ibid., No. 41, June 28, 1965.

\$1.1 million, but before a decision could be taken the Commissioners recommended that for various reasons, including the disruption caused by the construction of several new buildings in the Civic Centre, and the heavy capital programme to which the City was then committed, no construction should be undertaken on Justice and Webb's proposal at that time, and that the Square should be seeded to grass. The Commissioners further recommended that the Council express an opinion concerning the project, so that if it was favoured, its construction might be considered in future capital construction programme. The recommendation was adopted by Council.⁶²

Subsequent to this decision, Maxwell Cummings and Sons of Montreal presented the Council with a proposal to develop, under the Square, a shopping plaza with gallery, malls and gallery walk ways, the whole designed to serve the public and maintained by the City.⁶³ The cost of the overall plan for the two sections of the Plaza would be borne by the Company; the development and construction of the main portion of the Plaza would be paid by the Company and ceded to the City free of charge: and the development would be carried out by the Company under certain conditions. These last included a sixty-nine-year lease of the area at a rental of \$1 per year.

⁶² Minutes of Council Meeting, October 25, 1965.

⁶³ Letter from Maxwell Cummings and Sons, to the Mayor and Council, June 23, 1966.

The proposal required, among other things, the amendment of the City Act for the disposal of any land; a City expense of \$92,803 per annum for sixty years since the Company was prepared to spend \$1.5 million on the preparation of plans and in the construction of a park satisfactory to Council--assuming that the \$1.5 million was amortized for sixty years at 6 per cent.⁶⁴ On the other hand the City would collect in the first year about \$93,268 which would provide a "fair rental value". The Council approved the proposal in principle, subject to the various conditions being worked out satisfactorily by the Commissioners, but the Company failed to present a final plan within the agreed six months' deadline.⁶⁵

Proposed Court House and Courtyard This element of the Civic Centre Development Plan is sited to the east of the City Hall (Fig. 42). Its construction calls for the closing of 98th Street between 103rd and 104th Avenues, and consequently makes available more land for building and for a courtyard north of the Art Gallery and west of the court house.

The Provincial Government gave approval in principle to the proposed new court house site (Fig. 42), subject to the City being able to effect the removal of Woodward's warehouse from the site, before the completion of the court house.⁶⁶ The assembling of the

⁶⁴ Commissioners' Report to Council, No. 86, July 11, 1966.

⁶⁵ Minutes of Council, July 11, 1966.

⁶⁶ Letter from F.C. Colbourne, Minister of Public Works, to Mayor Dantzer, December 6, 1965.

land for the new site, and the disposal of the existing Court House were left to the City in view of the fact that there was to be a re-alignment of the streets in the area. These tasks posed serious problems for the City because it received separate applications from property owners in the area for permission to erect small office buildings. Clearly, if these requests were granted, the Civic Centre plans would be seriously prejudiced.⁶⁷ On the other hand, the City had not the right to prevent these developments, except by negotiating the purchase of the properties involved, at a very high price. Neither was the City allowed to expropriate for a provincial building. The solution seemed to reside with the Minister of Public Works who indicated his willingness to designate the four blocks to be taken by the Court House as a "public works development area" under the Public Works Act. This would then "freeze" all development within the area except that of the Civic Centre Plan and would require the Government to purchase the properties on the basis of fair evaluation. On the request of the City Council, which agreed to buy any portions of the property which the government did not require for the Courthouse, the area was designated "Public Works Development Area No. 3" on September 7, 1966.⁶⁸

The problem of negotiating the removal of the Woodward's

⁶⁷ Commissioners' Report to Council, No. 61, December 6, 1965.

⁶⁸ Minutes of Council Meeting, December 6, 1965; and Order-in-Council 1655/66, Province of Alberta.

building proved too difficult for the Council which handed the matter over to the Province. Eventually the latter ratified an agreement with Woodward's. The terms of the agreement are alleged to give the Province the right to demolish the building before the opening of the new Court House, and to allow Woodward's to take over the vacated old Court House property.⁶⁹ Now that the way is made clear for further development, the Art Gallery will be the first of the three elements of this grouping to be constructed.

Completing the Development of the Civic Centre From Figure 42

it is clear that much is yet to be done to bring to fulfilment the Civic Centre dream. The City has already realigned 99th Street from 102A Avenue to 101A Avenue parallel to 100th Street. North of 102A Avenue the realignment is impeded, presumably because of the necessity of few remaining privately owned lots. The same is true in the continuation of the realignment south of 101A Avenue to Jasper Avenue. Here 99th Street will run almost directly through the Queen City Meat Market, the site of which is owned by the City and is leased for nine years. But other premises will have to be acquired, and although the City has the right to expropriate these sites, the price of the land by virtue of its location adjacent to the C. B. D. will be high.

⁶⁹ Information jointly released to the Press by Mayor Dantzer and the Hon. Fred C. Colborne, Minister of Public Works, October 7, 1966.

Other street improvements are also envisaged by the Civic Centre Development Plan: 101A Avenue is to be eliminated; 103rd Avenue is to be closed and the existing 102A Avenue to become 103rd Avenue; and 97th Street is to be widened on its western side since the eastern side is occupied by many retail businesses, the removal of which would present unnecessary problems. Moreover, apart from the market site, the City owns no land on this side of the street. Also 100th Street is to be widened on its western side and 100A Street closed north from 102nd Avenue to make possible the expansion of Woodward's department store, and to provide parking facilities for the Royal George Hotel.

Thus, street improvement, the replacement of old businesses with new buildings, the construction of new buildings on previously fallow ground (e.g. the Avord Arms Building and the Post Office), and the tendency to achieve an ordered development--these are the changes that characterize this civic centre area at the close of 1966. They are indeed significant changes which reveal a deliberate attempt to synthesize and link civic, commercial and residential functions. These changes, however, are not without criticism.

The main criticism is that the City allowed vehicular traffic in the Civic Centre. At a time when many cities are attempting to solve the problem of their congested downtown areas, the Council has authorized the widening of streets in the Centre for the benefit of traffic. It has been proven repeatedly in many North American cities that the

widening of downtown streets is no more than a prelude to heightened congestion by vehicular traffic. Moreover, by allowing traffic along 102A Avenue (to be renamed 103rd Avenue) directly in front of City Hall, the park area of Churchill Square is forbidden a union with the small area of green adjacent to City Hall. From an aesthetic point of view this appears to be unsatisfactory.

Yet, it is hoped that when the plans for the development of the Centre are finalized, and development completed, the Edmonton Civic Centre will reveal a formal yet pleasing atmosphere. Able to soothe the tired spirit, warm the heart, and stir and elevate the soul of the residents, the Council and planners would have succeeded in catering to human needs, for the lives of modern urban dwellers tend so often to become atrophied. Encompassing concrete columns, concrete or asphalt pavements, a rigidity and sameness of architecture--these suppress and harden the aesthetic and sensuous qualities of city dwellers. A Civic Centre which incorporates playing fountains, flower beds, monuments and sculptures--a park-like atmosphere (all provided in the Civic Centre Plan)--should help to ameliorate the rigours of urban life.

CONCLUSION

From 1946 to 1960 the area reserved for the Civic Centre continued to cradle largely parking lots and scattered, poor-quality buildings. The announcement by the Federal Government in 1947 that

it intended to construct a federal building in Edmonton revived interest, especially on the part of the Edmonton Town Planning Commission which felt that the building should form an important element of the Civic Centre. Between 1947 and 1960 three plans for the development of the Centre were submitted to Council: the Burgess, Dewar and Detwiler plans, all of which failed to get approval. In 1961 the Council agreed to develop the Centre by a development scheme sanctioned by Sections 73 and 79 of the Town and Rural Planning Act of the Revised Statutes of Alberta, 1955, which gave guidelines for implementing the scheme. The adoption of the scheme gave the Council powers not only to assemble and dispose of the land, but to control development of the Centre. It also enabled the Council to agree for the first time on what should be the main elements of the Centre. These included an ornamental park, a major convention hotel, underground parking, restaurant and lounge facilities, a transportation centre, a coliseum, a legal building, a court house, a new post office, a new library, a recreational building, an art gallery, new office buildings, and a tourist bureau. All these were incorporated in a proposal to prepare a plan of development of the Centre, which was submitted to Council in 1961 by Webb and Knapp (Canada) Ltd. The Council approved in principle an agreement with Webb and Knapp to prepare the plan but with no guarantee that the Council would adopt the plan which, presented in 1962, failed to get that approval. Instead, the Council adopted a revised version of the Webb and Knapp Plan, the Civic Centre Development Plan, prepared

by the City Planning Department in consultation with the designers of the Webb and Knapp Plan. With the adoption of the Civic Centre Development Plan, the Civic Centre area was replotted to accommodate anticipated development, but up to 1964 no development, public or private, resulted, though in August 1963 the C.N.R. announced its intention to build a twenty-five-storey office tower above its passenger terminal immediately north of the Civic Centre.

The Council's determination to develop the Centre was manifested in its decision to embark on a programme of public development in the Centre, beginning with the construction of a new library on the site of the old market square and a civic underground garage, both of which necessitated the removal of the old market. This action apparently gave the business community the assurance it needed, for thereafter, from 1964 to the end of 1966, certain important elements were constructed or under construction by private enterprise, including the C.N. twenty-seven-storey tower, the Avord Arms residential-parking-commercial complex, Chancery Hall (a legal office block), and the Centennial Building. These were matched with public buildings, completed or under construction: Library, Civic Underground Garage, Federal Post Office, and Art Gallery. Other public developments planned for the Centre include the Sir Winston Churchill Square (park and underground shopping plaza), a court house, a coliseum and a recreation building.

It is quite remarkable that after so many attempts for over half

a century to develop the Civic Centre in Edmonton the most significant development came very quickly after 1960. By 1962 the total assessment of the Centre reached \$34.9 million and by 1966 \$40.3 million.⁷⁰ What, however, had been completed, indeed what had begun up to the end of 1966 should unquestionably influence other development in the area.

⁷⁰ Memo from City Assessor to City Commissioners, July 27, 1966.

CHAPTER XIV

COUNCIL'S PROMOTIONAL POLICIES:AIRPORT DEVELOPMENT

At the close of World War II, the City of Edmonton, in common with other cities in Western Canada, was hopeful that the Federal Government would extend its war-time arrangement and assume responsibility for operating all Canadian airports. At the very least it was felt that the government would make itself responsible for major repairs, alterations and extensions, and that municipal administration would be responsible only for operating costs. In fact, however, the City of Edmonton was informed that the Edmonton Airport was to be restored to its control, though with some financial assistance from the Federal Government.¹ By an agreement which was not ratified until December 29, 1947, the City assumed complete responsibility from November 1, 1946, for the operation, management and maintenance of the airport and all its related facilities. It also undertook to lease to the Federal Government the three areas of the airport shown in Figure 43. The lease was initially for ten years, but was subject to renewal for two further terms of ten years each. On its part, the Federal Government agreed to provide radio, traffic and meteorological services; to lease 11.8 acres of land and some buildings to the City;

¹ Minutes of Council Meeting, July 11, 1946.

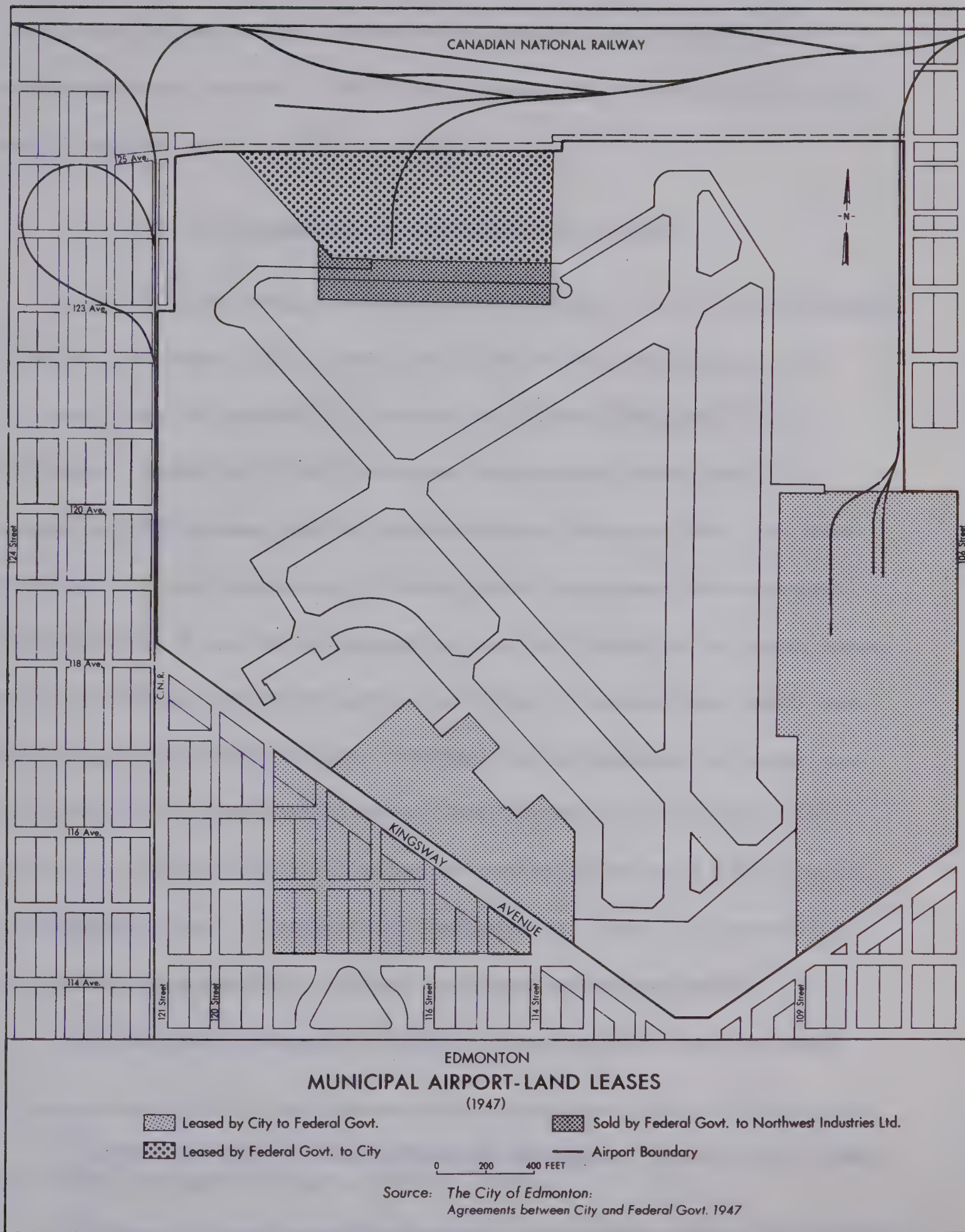


Figure 43

to underwrite the cost of extending and strengthening runways, taxi strips and parking areas; and to subsidize the cost of operating and maintaining the airport. This basic agreement was renewed with some modifications in 1954, 1953, and 1958.

ACUTE DEMAND FOR HANGAR FACILITIES

By mid-1946 hangar facilities at the airport were very inadequate, especially to house DC3 aircraft which were then coming into use.² The need was felt acutely by Western Air Lines (Canadian Pacific Airlines), which had made Edmonton its western headquarters, employing 350 persons there; by Associated Airways Ltd., the first operators to start commercial flying from the airport after the end of World War II and which had eleven aircraft stored in the open, owing to lack of hangar accommodation; by United Aviation Ltd. which was carrying out aircraft repairs, overhaul and maintenance of numerous aircraft serving Edmonton and the North, and which threatened to remove to eastern Canada if added accommodation could not be found at Edmonton; and by Peace River Northern Air Lines Ltd. which had "a considerable number of planes" and was expanding rapidly.³

As the lack of hangar and office accommodation became more

² Letter from R. W. Ryan, General Manager, Western Air Lines, to J. Bell, Airport Manager, July 31, 1946.

³ Letters of application for hangar space made by the managers of airlines to the Airport Manager, September to October 1946.

desperate, these airlines besieged the City Council with requests for more space. The City, in turn, besieged the Federal Government with requests to release hangars formerly used by the R. C. A. F. and the U. S. A. A. F.. Finally, late in 1946, three hangars and two other buildings were made available, with the promise that others would be turned over to the City as soon as they were released by the Air Force.⁴

Between 1946 and 1950 air traffic at the airport increased considerably, as revealed by Table XXXIX. Associated with this was a

TABLE XXXIX--AIRPORT TRAFFIC 1946 AND 1950

	1946	1950
Scheduled:		
Arrivals	2, 407	3, 343
Departures	2, 407	3, 343
Itinerant--Local and Others:		
Arrivals	30, 145	79, 092
Departures	30, 145	79, 092
Total Landings and Take-offs	65, 104	164, 870

Source; Reports of Airport Manager to the Mayor and Commissioners 1946 and 1950.

general increase in the passenger and freight traffic handled by the airlines and charter companies.⁵ This was due in part to the bigger

⁴Letter from Deputy Minister of Transport to Mayor H. D. Ainlay, October 19, 1946.

⁵Report of the Airport Manager to the City Commissioners, January 12, 1949.

(four-engined) aircraft that were being put into service, as well as the increased schedules which were offered. For example, in 1949 Northwest Airlines introduced an additional flight to the Orient, and the availability of the North Star aircraft improved the transcontinental service to and from Edmonton.⁶

The increase in business called for an increase in warehouse space. Perishable freight was often stored outside, or inside offices. To ease the shortage, the Council in 1949 agreed to make an addition to the Administration Building, but even as the contract was awarded, it was found that the extension would have to be increased by a second storey.⁷ The demand for hangar accommodation also increased. Requests for more space poured in from all the airlines and industries located on the airport. For instance, in 1953, news that the Regent Drilling Company was about to vacate Hangar No. 12 brought applications for its rental from Western Airmotive Ltd., Western Propeller Co., Gateway Aviation Ltd., United Aviation Ltd., Aero Engineering Ltd., and Eldorado Mining and Refining Ltd..⁸ The provision of additional space was vital to the success of the airlines and the air-based industries. Indeed, failure to procure more space was an invitation to business failure or relocation to another airport. In

⁶ Ibid., May 18, 1949.

⁷ Minutes of Council Meeting, July 13, 1950.

⁸ Letters of application for rental of the hanger made to the City Commissioners and Airport Manager.

either case, the Council would have betrayed its efforts to develop the airport and the business life of the city.

The companies requiring hangar and warehouse accommodation may be divided into two groups. The first included the commercial airlines, of which there were six based in Edmonton in 1950. It also included at least one charter company, the Edmonton Flying Club, and the Eldorado Mining and Refining Company which operated its own planes to its mines at Fort Radium and Beaverlodge. All these organizations were reporting severe shortages of space by 1950. The second group comprised the airbased industries, which had been particularly encouraged to locate at the airport during World War II. The best example was Northwest Industries Ltd. which may also be treated as an illustration of the implications of space problems for all companies at the Municipal Airport.

Before and during the war, Northwest Industries Ltd. was engaged in overhauling and servicing aircraft for the Commonwealth Air Training Scheme. It occupied a government-owned site of less than five acres, but immediately after the war it bought this site together with an adjacent area of thirty-five acres from the government to manufacture aircraft and canoes and to do coach work.⁹ In 1946, the Company was informed unofficially that it was to be assigned a substantial amount of repair work by the R. C. A. F. and that this would

⁹ Minutes of Council Meeting, June 5, 1946.

require it to undergo a considerable expansion. To obtain a capital loan, however, the Company was required to own its buildings, so the City of Edmonton advised the War Assets Corporation that it had no objection to the sale of the property to Northwest Industries.¹⁰ In 1951 the demand for the Company's services became so pressing that the Department of National Defence moved Squadron 418 out of its hangar to provide more work space. The Department also insisted that military aircraft should not be serviced and repaired in the same hangars as commercial aircraft for security reasons. Also in 1951 lack of space was diverting some of the aircraft repair business to the United States, and threat was posed that Edmonton would lose Northwest Industries completely. The practical consequences would be a loss of 700 jobs and an annual payroll of \$2.5 million.¹¹

Clearly, for the continued operation of the airport and the survival of the airlines and industrial companies, hangar space was essential. The Edmonton City Council attempted to solve the problem by petitioning the Federal Government to release the hangars used by the R.C.A.F. and the U.S.A.S.F.. These were gradually bought by the City and then rented, though often after costly renovations. Before the end of 1962 the Department of Transport sold the last four of its surplus

¹⁰ Minutes of Council Meeting, June 5, 1946.

¹¹ Report of Vice President and General Manager of the Northwest Industries for Additional Hangar Accommodation at the Municipal Airport, 1951.

hangars to the City for a total amount of \$173,250.¹² Thereafter the Department owned only two buildings at the airport. When it is remembered that a hangar, purchased for about \$43,500 was rented at \$42,000 per annum,¹³ it must be concluded that the purchases were justified, even without allowing for the substantial benefits which the city derived from the airlines and aircraft companies.

THE QUESTION OF RE-LOCATING THE MUNICIPAL AIRPORT

In 1952 the City Council petitioned the Federal Government to have all military aircraft, whether Canadian or American, removed to Namao. The Government acknowledged that Edmonton's airport was different from other major airports across Canada because of its situation within the city limits. And since the Namao Airport had been built for the exclusive use of military aircraft, the government planned to remove all military operations there as facilities were made available.

The first problem resolved, mounting public pressure, was to force a decision respecting the location of the airport. There were three basic reasons for the enormous public sentiment expressed. First, the built-up area of the city came to surround the airport because

¹² Commissioners' Report to Council, No. 5, November 26, 1962, and Minutes of the Council of the same date.

¹³ Minutes of Council Meeting, September 25, 1961.

there were no zoning laws or restrictions to protect it from such encroachments. Second, the approach to the northwest-southeast runway, the most used, leads directly over the main part of the city from the southeast; and the Instrument Landing System (ILS) is installed on the north-south runway, also leading over the city. Thus the noise nuisance and the hazard to life and property within the area were strongly resented by those people who lived nearby. Third, the direct financial returns to the City Treasury have not been great and those who could not see the indirect benefits of the airport to the city--but only the direct benefits through taxation from a very valuable area--clamoured for its closing.¹⁴

On the other hand, arguments bulked large for the retention of the airport at the original site. One of the most important--too infrequently mentioned in the reports, protests, letters and petitions examined--is that of historical association, a factor which so often appears to be swept aside in the interest of business. The Municipal Airport clearly represents a monument to the early bush pilots, the 1924 and subsequent City Councils, and a dedicated group of public-spirited citizens who, with courage and untiring efforts, brought it into being. It is one of the distinguishing marks, a pioneer document that speaks of Edmonton's development to which it contributed in large

¹⁴ The annual profit from the operation of the airport between 1947 and 1966 was \$500,000 (The City of Edmonton, Financial Statements, 1947 to 1966).

measure. It is indeed the very epitome of the many forces which in concert have been shaping the development of the city.

In 1952 the following arguments were presented for the retention of the airport.¹⁵

(i) The costs of relocation would be too great, partly because of loss of industrial enterprises and partly because of the cost of developing afresh on a new site. Freight and express transport costs would also be increased as would worker-commuting-costs, and it might even be necessary for employers to construct housing nearby. Indeed, in the opinion of the Aviation Committee removal to another site envisaged an expense of \$25 million of taxpayers' money.

(ii) Those who advocated the retention of the airport at its original site defended their case by pointing to the international safety regulations to which the airport subscribed in binding agreements with the Federal Government. They pointed, too, to the Department of Transport which decides whether an airport is safe or unsafe for operation alike for the pilot, crew, and passengers and for those living in its vicinity.

(iii) The noise nuisance was shown to be caused by aircraft that were fitted with piston engines, with 70 per cent of the noise being caused by the propeller. However, it was claimed that jet and turbo-jet engines would be used more and more in the future, so that noise

¹⁵ Proposed Airport Development Plan of the Edmonton Municipal Airport, submitted by TransCanada Air Lines, prepared by T.C.A. Engineering Department, April 1952.

would be greatly reduced.

In assessing these opposing views, the Council was obliged to keep constantly in mind the financial investment in the airport of some \$12 million by the Federal Government and \$750, 000 by the City itself.¹⁶ The issue was forced in 1952 when Trans Canada Airlines announced a plan for upgrading its service to Edmonton. For the plan to be feasible, however, it was necessary for Edmonton's airport facilities to be modified substantially. Three choices were open to the City: the construction of a new east-west runway, and the prompt enactment of zoning laws and flight-path restrictions; relocating the airport to Namao; relocating the airport at a satisfactory site other than Namao. In 1952 the Aviation Committee argued that removal of the airport to another site would only give rise to new development at that site; the further the removal, the greater the extent of the development around the airport. In the impasse, the Airport Manager recommended that the City obtain the point of view of the Federal Government concerning the City's use of the military airport at Namao.

Suggestion to Shift Commercial Flying to the Namao Airport

In regard to this suggestion, the Minister of Transport categorically stated that:¹⁷

¹⁶ Letter from the Minister of Transport to Mayor Roper, June 12, 1963.

¹⁷ Ibid., October 22, 1953.

So long as National Defence finds it necessary to prevent or restrict civil use at Namao, this site cannot be considered... If in the long run Namao is to be purely a military airport ultimately a new civil airport at Edmonton will be necessary, although the project will be an exceedingly costly one to undertake.

The second economic boom which progressively had been coming to Edmonton since the close of World War II, the promise of North West Airlines to use larger aircraft to inaugurate a new service in Edmonton in 1955, the intention of the Scandinavian Air Lines Ltd. of New York to inaugurate a Polar Route from Los Angeles to Copenhagen via Edmonton, if adequate runway conditions were available at the Edmonton Airport, and the growing use of the facilities of Edmonton by larger aircraft prompted the Mayor to make a further approach to the Minister of Transport. He also suggested that the Government should option a property south of the city for a new airport and that the City would contribute to its purchase.¹⁸ The urgency behind the Mayor's pressure on the Minister of Transport, and the City's willingness to cooperate can be explained by the urgency of the Scandinavian Air Lines Ltd. to establish an office in Edmonton. Already an executive of the Company had made a test-flight, landing at the Namao Airport, and decision made to inaugurate a service by May 1954.¹⁹ Therefore the Mayor and the Council were bent on doing what they could to shift commercial flying

¹⁸ Mayor's Letter to Hon. Lionel Chevrier, Minister of Transport, Ottawa, January 7, 1954.

¹⁹ Ibid., Letter to Hon. George Prudham, Minister of Mines and Technical Surveys, January 19, 1954.

to Namao, where there was already a 7,000 foot runway, as required by Scandinavian Air Lines and indeed the other commercial airlines. The Government's decision was finally received on March 9, 1954. That decision, based on the assumption that the Municipal Airport would be in operation for at least another five years, was that there should be a major airport for the use of all the international and domestic airlines and for the larger type of commercial and civil aircraft to relieve the problem of congestion of traffic at the Municipal Airport.

Decision of Federal Government to Establish a New Airport

The Government decided further that there should be a satellite field, primarily for use by light aircraft and for private flying and training purposes. Also since the R. C. A. F. has no objection to the use of Namao for scheduled services and the larger type of commercial and civil aircraft, the Minister of Transport was prepared to undertake the cost of constructing the buildings and facilities required by the civil operators at Namao.²⁰ The delay in arriving at this decision, however, prevented Edmonton from capturing the trade promised by the North Pole Route of Scandinavian Air Lines. Owing to inadequate facilities at Namao and at the Municipal Airport, the Company was compelled to use Winnipeg for its new service, though it had a

²⁰ Letter from the Minister of Transport to the Mayor of Edmonton, March 19, 1954.

preference for Edmonton.²¹

With regard to the construction of the new airport, which became operational in 1960, the Mayor went to Ottawa with one of the City Commissioners to consult the Hon. George Prudham (Minister of Mines and Technical Survey), the Hon. George Marler (Minister of Transport) and Mr. John Baldwin (Deputy Minister of Transport). The outcome was an official statement by the Minister of Transport that the Government of Canada would build a new commercial airport in the Edmonton area. The Government agreed to select a site, acquire the land and proceed with the construction of the airport.²²

In the meanwhile the City was unofficially informed that the Government had reversed its decision to have commercial aircraft use the Military Airport at Namao as:²³

...some development had taken place which indicated that military use of the Airport would likely be considerably increased and no commitment could be made by the Air Force as to the length of time the airport could be made available for civil use.

The military uncertainty and the need to spend some \$2.5 million to \$3 million to prepare Namao for civilian use were contributory factors

²¹ Statement made by Mr. John Anderson, Operations Manager of Scandinavian Air Lines, at a conference with members of the Executive and Aviation Committees--mentioned in Aviation Committee's Report, September 8, 1954.

²² Commissioners' Report to Council No. 19, May 24, 1955.

²³ Letter from W.F. English, Trans Canada Air Lines, Montreal to Airport Manager, September 24, 1954.

in the decision to develop a new civil airport. In October 1954, the City was officially informed that the government would build a new airport as long as the City would provide the site and the necessary utility and highway connections. The City was also expected to assume responsibility for the operation and maintenance of the new airport.

At this point the Council found it prudent to reverse its decision to contribute to the cost of the land for the new airport. It took the view that Edmonton's strategic location in respect of aviation, would provide a service to the nation as a whole. Therefore the airport should be built by the Government of Canada and operated by the Department of Transport, and the City of Edmonton should not be required to contribute anything towards its cost.²⁴ Apparently the Federal Government agreed with the logic behind the City's refusal, for it announced in September 1955 that it was prepared to design, build and operate a new airport at a site it would select, provided that the City of Edmonton undertook to provide the services of a satellite airfield which, in the Government's opinion, was necessary for use by small aircraft. The Council accepted the condition.

The site chosen by the Government was in an area west of the Edmonton-Calgary Highway between Nisku and Leduc. It was found to be most satisfactory as it permitted the development of runways of adequate length in appropriate directions and presented no problem for

²⁴ Minutes of Council Meeting, May 24, 1955.

radio and meteorological installations and operation.²⁶

Next, the City was informed that the Federal Government would purchase the land, do all the field and construction work, and operate and maintain the airport if the City would continue to operate the Municipal Airport, at least until it was able to open an alternative secondary airport.²⁷ The City again accepted the condition and strongly urged the Minister to proceed with the acquisition of the land.²⁸

The Future of the Municipal Airport

The condition imposed on the City to provide a secondary airport excited spirited discussion from 1955 to 1958. The question then was whether the City should maintain the Municipal Airport or build a new one. The recommendation of the Commissioners was that the Council should agree to provide the satellite airfield since its requirements would not be too difficult to meet in view of the Government's willingness to build the new civil airport.²⁹

By the end of 1958, a year before the new airport was due to be operational, public pressure on the City Council to make a decision about the future of the airport became even more intense. The reasons for this were obvious. Industrial firms at the airport did

²⁶ Letter from the Minister of Transport, Ottawa, September 16, 1955, to Mayor Hawrelak.

²⁷ Ibid., November 9, 1955.

²⁸ Minutes of Council Meeting, November 29, 1955; and the Mayor's letter to the Minister of Transport, Ottawa, December 1, 1955.

²⁹ Commissioners' Report to Council, No. 3, November 29, 1955.

not know whether or not to plan for relocation, and the possibility of developing a new site had major implications for the City's own capital budget. The realization of these facts prompted the Edmonton Chamber of Commerce to repeat an earlier recommendation that the Council obtain the services of a competent consultant to obtain an independent and unbiased recommendation in respect of the secondary airport.³⁰ This was endorsed by Council.

Immediately after, one of the Aldermen gave notice to the Council that on March 14, 1960, he would present the following motion:³¹

Be it resolved that the operations of the Edmonton Municipal Airport be discontinued at such time as the International Airport is in operation at Nisku, and that the Planning Advisory Commission be instructed to bring in recommendations for the future use of this area within the framework of the general plan.

The Notice of Motion evoked a storm of protests from many groups. Here, as in the development of the parks system, public pressure was used effectively to stay a decision that, in the view of these groups, might have been harmful to the further development of the city. The protests came from the private interests that would be adversely affected by the removal of the airport, as well as from private citizens. The following points came through strongly in submission after submission:

³⁰ Minutes of Council Meeting, January 26, 1959.

³¹ Ibid., March 2, 1960.

1. Council should defer voting on the motion until the report and recommendations of the consultant had been submitted and considered. This view was particularly urged by the Chamber of Commerce and the Edmonton Municipal Airport Association.

2. The convenient situation of the Municipal Airport and its availability to a wide variety of users were outstanding advantages which should not be discarded lightly.

3. The Municipal Airport could quite adequately accommodate short and medium-range aircraft and should be retained for that purpose.

4. The airport businesses particularly stressed the inconvenience and cost of relocation and posed the threat that some firms would go out of business completely while others might choose to move to some other city. Both Northwest Industries Ltd. and Pacific Western Airlines Ltd., the two largest employers at the Airport, were very concerned about relocation costs and this has always been the single most important argument against the development of a new secondary airport.

5. In a number of private submissions it was suggested that Council should not allow the future of the airport to be prejudiced by the fact that subsequent building had unwisely been allowed to enclose it.

In several of the submissions, including that from Pacific Western Airlines Ltd. and one on behalf of the Wainwright Flying Club, it is evident that there was some confusion about the alternatives that were

being considered. Unfavourable comparisons are drawn between the new International Airport and the existing Municipal Airport, whereas the point at issue was whether the latter should be replaced by a new satellite airport.

This mounting pressure to force the retention of the Municipal Airport was truly spectacular. In so far as these companies aided employment and contributed to the spending power of the city, their importance could not be denied. Nor could it be ignored. Table XL summarizes the contribution of these companies.

TABLE XL--EMPLOYMENT AND PAYROLLS OF INDUSTRIES
LOCATED ON THE MUNICIPAL AIRPORT, 1961

NAME OF COMPANY	EMPLOYEES (No.)	YEARLY PAYROLL (\$000)
Aero Caterers Ltd.	5	11
Airlines Hotel Ltd.	33	60
Aurora Airline Ltd.	7	21
Associated Helicopters Ltd.	37	246
Customs Air Industries	6	33
Edmonton Aviation Ltd.	16	65
Edmonton Flying Club	19	77
Eldorado Aviation Ltd.	32	260
Falconar Aircraft Ltd.	7	18
Gateway Aviation Ltd.	30	125
Department of Transport	181	969
Gunnar Nesbitt Ltd.	10	70
Imperial Oil Ltd.	4	18
Interprovincial Pipe Line	5	55
Jaycopters Ltd.	5	26
National Servicaire Ltd.	11	43.5
Northwest Industries Ltd.	525	2,200
Pacific Western Airlines Ltd.	225	1,100
Western Propellers Ltd.	10	43.5
Northwest Airport Services (Shell Oil Co. of Canada)	7	32
TOTAL	1,175	5,473

Source: Report of Airport Manager to Council, 1961.

The upshot was that the Notice of Motion was recalled and the Council, alive to the wishes of the public, remained safely sheltered by taking no action until after a survey was presented by the firm of Leigh Fisher Associates of San Francisco, which had been appointed to study the matter and give its recommendation.

The Report of Leigh Fisher Associates

The Fisher Report,³² submitted to the Council on November 16, 1960, dealt with air trade analysis, land-use factors, a physical appraisal of the airport, and alternative development programmes. The main recommendations should be mentioned. The report found that prospective airport sites with convenient access are scarce, and that this resulted from the air-space given both the Edmonton International Airport and Namao R. C. A. F. airfield, the numerous television and broadcast antennae ringing the city, and the rough terrain to the east. Nevertheless, three sites which had been talked about on previous occasions were reviewed. The Winterburn site, immediately west of the city, was found to have good access to the city centre and adjacent land suitable for industrial development. The principal counter-argument was that it would cost an estimated \$2.7 million

³²Edmonton, Alberta, Canada: A Report with Respect to the advisability of continuing the use of Edmonton Municipal Airport versus Transfer of Operation Thereon to the New Secondary Airport, November 1960 (Leigh Fisher and Associates--Airport Consultants).

for site acquisition and development. Namao, the second possibility, was discarded when Department of Transport officials once again indicated that it would not be available for civil use in the foreseeable future. The third site, in the Cooking Lake area, was discounted because of its distance from the centre of Edmonton.

The Report concluded with a strong recommendation for the City to retain the use of the Edmonton Municipal Airport, for it was a useful asset to the City: the aircraft industries located there were significant in Edmonton's economic structure; the airport was used by executive aircraft; it provided an important transportation link to military and commercial operations in Northwestern Canada; and it could be physically reduced to release valuable land to the City for non-aviation purposes, while continuing to serve the non-commercial aviation requirements of the Edmonton area. Finally the Report recommended that its development should be modelled on industrial airports in the United States which were proving to be major factors in industrial location and growth. And to confound those who argued for moving the airport, the Consultant declared:

Now, I'm sure you all have heard suggestions about moving airports. Dreamers often suggest a regional airport out in the country--as they say... 'where it won't bother anyone'. Unfortunately it simply doesn't work out that way. Instead, an outlying airport either will become an 'Air City' and again cause perimeter growth of population, industry, and commerce, or else it simply won't be used.

Thus by expending \$13,000 of public funds the City obtained a report

which, though unsatisfactory to those who argue for the removal of the airport, was useful to the City. Moreover, public sentiment informed the Council that the airport was an asset par excellence to the city. The Planning Department also endorsed the recommendations of the Consultants, adding that it was difficult to make planning decisions on the proposed developments in and around the airport owing to its uncertain future; that should the airport be retained, past planning decisions to locate the Royal Alexandra Hospital extensions, the Lutheran School, the Children's Home, the proposed City Parks, the Edmonton Transit System, the Electric Light and Power shops, and the proposed Technical Institute would not interfere with the use of the airport; and that a decision on the airport would facilitate future decisions.³³

Council's Decision to Retain and Further Develop the Municipal Airport

The only course left for the Council after being so advised was to adopt the report, and this it did by passing the resolution:³⁴

That the City of Edmonton develop the Edmonton Municipal Airport as an industrial and commercial airport substantially in accordance with the recommended (Fisher) Master Plan.

The consultant's plan for airport improvements was submitted forthwith to the Department of Transport for approval or modifications

³³Memorandum (City Planning Department) to His Worship the Mayor and the City Council, November 18, 1960.

³⁴Minutes of Council Meeting, November 21, 1960.

in accordance with the agreement which the City had made with the Federal Government.³⁵ Its basic proposals may be summarized briefly:

1. the closing of the northwest-southeast runway, the prevailing wind runway, as its southeast approach was in line with the Royal Alexandra Hospital;

2. the removal of the runway thresholds in order to provide clear 50 to 1 approaches to the north-south runway and clear 40 to 1 approaches to the northeast-southwest runway;

3. the establishment of airport zoning regulations in accordance with the recommended standards of the Department of Transport and the International Civil Aeronautical Organization (ICAO);

4. the passing of a zoning by-law to control land uses adjacent to the airport, and particularly in the approach zones;

5. the extension of northeast-southwest runway; and

6. the disposition through lease and sale of surplus portions of the airport property.

The plan of development anticipates the continuation of 109th Street northward to the intersection of 125th Avenue which is projected across the northern boundary of the airport. It also allows

³⁵ Letter from Mayor Roper to the Department of Transport and the Director of Air Services, June 6, 1961.

for development in stages: the area north of Kingsway Avenue to be developed first (26.56 acres), followed by the closing of the northwest-southeast runway and the opening up of the area in the vicinity of the terminal building (24.9 acres). This would be followed by the development of the large area in the vicinity of Northwest Industries Ltd. (44.2 acres), and by the development of an area on the westerly portion of the airport adjacent to the C.N.R. line (12 acres). The new industrial area would therefore total 107.66 acres. The plan also permits the elimination of the railway turn-around loop west of the C.N.R. track and its replacement by a new industrial area west of Northwest Industries (see Fig. 43). In this way the City would regain some twenty-three acres which could be used for residential, institutional and perhaps some commercial purposes. To ensure the careful control of traffic on Kingsway Avenue and attractive development to "sustain and enhance property values in this area" the plan called for an M-1 (Industrial) zoning to all properties that front the Avenue. The only exception to this was Lot 19 at the 119th Street entrance to the airport, a site leased to the Federal Government until June 1, 1966, and previously reserved for a hotel which was subsequently built and known as the Edmonton Inn.

The plan recommends the leasing rather than the sale of adjacent land even though the market value of lots adjacent to Kingsway was about \$50,000 per acre (plus the cost of installing municipal services), and that of the remaining land adjacent to the airport road

from \$25, 000 to \$35, 000 per acre (plus servicing costs). Leasing, according to the City Commissioners, gives the City a greater degree of continuing control over the type and quality of development than is possible after land is sold. It also benefits young, growing firms with good growth potential whose operations are related to the airport but which might be burdened by the initial capital outlay associated with the purchase of expensive land.³⁶

IMPLEMENTATION OF THE FISHER PLAN

It was shown earlier that in 1946 Northwest Industries Ltd. bought from the Federal Government the site it occupied during World War II, with the agreement of the City of Edmonton. This was the beginning of the disposition of the airport. The status of the area thus became curious, for while it is, de facto, a part of the airport, de jure, it is not, and was quite rightly demarcated outside the official boundary of the airport in 1958.

Use-Classification from "Airport" to "H" Light Industrial District

In 1956 the City was in urgent need of a vacant site with railway facilities west of 107th Street for a warehouse and a workshop for the Electric Light and Power Department. Future development of the site would include the erection of a similar warehouse and workshops for the Telephone Department, a combined central workshop for the City

³⁶ Commissioners' Report to Council, No. 5, November 26, 1962.

Engineering Department, and a City garage and a storage and servicing building for the Edmonton Transit System. The site that best answered the need was a part of the eastern portion of the Municipal Airport between 106th and 107th Streets and 118th and 122nd Avenues, comprising fifteen acres, shown in Figure 44. This was the site chosen by the Planning Officer.³⁷ But this was also the site that the Westwood Community League had hoped would be developed as a park, as the district had no land on which a park could be established. The Council resolved the matter by passing a resolution of the Interim Appeal Board to re-classify the area in question from "Airport" to "H" Light Industrial District and authorized that the portion of land between 118th and 122nd Avenue must be maintained as a park (Fig. 44).³⁸

Airport Site taken by the Northern Alberta Institute of Technology

The closing of the northwest-southeast runway made surplus land available on the eastern part of the airport. Presumably because of this the provincial government chose the area as the site for its proposed Technical Institute and arranged for the purchase of ten acres, later increased to twenty acres, and still later to forty acres.³⁹ An

³⁷ Letter from Town Planner to City Clerk, May 23, 1956.

³⁸ Minutes of Council Meeting, June 25, 1956.

³⁹ Commissioners' Report to Council, No. 14, January 23, 1961.

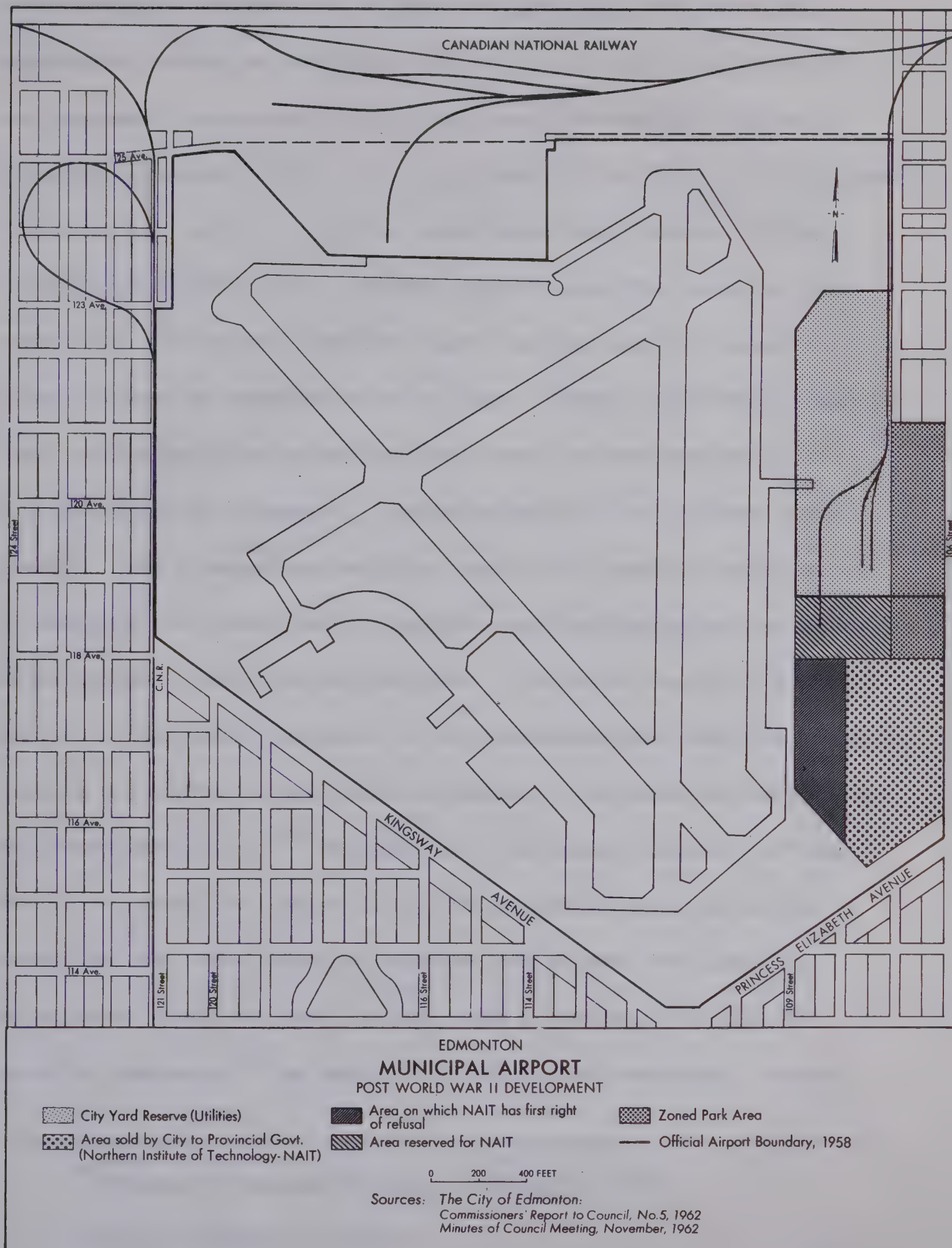


Figure 44

area of twenty-six acres was readily available (Fig. 44) and it was possible to provide an additional twelve acres on which, however, were two hangars. One was owned by the Federal Government, leased to Northwest Industries Ltd. but on land leased by the City to the Government. The other was owned by the City, also leased until October 1961 to Northwest Industries Ltd., with the right to renew the lease on a one-year basis. Moreover, notice to vacate the land had to be given six months before the termination of the lease. Matters like these illustrate most convincingly the problem of civic administration and the forces that can hinder development. Yet the solution to this problem came readily. The Government would not require the westerly twelve acres for the first five years that the Institute was functioning and the leases of the hangars could continue until then. Therefore the City authorized the sale of the twenty-six acres to the Government and reserved commitment on the additional land until the pattern of the industrial airport was definitely established.⁴⁰ Nevertheless, the Deputy Minister of Public Works requested the Council to give the provincial government the assurance that if and when the adjacent land became available, the Government would be given the first right of refusal. The Council gave the assurance;⁴¹ the sale of the airport land was made, and the

⁴⁰ Minutes of Council Meeting, January 23, 1961.

⁴¹ Ibid., February 13, 1961.

Northern Alberta Institute of Technology, together with the new light industrial area and park north of it, changed the morphology of that part of the airport.

Federal Concern About Competitive Nature of the Municipal Airport

The success which resulted from the implementation of the plan may be measured by the concern of the Minister of Transport over "the high volume of use" of the Municipal Airport.⁴² He admitted that "it is not possible to say that this is unsafe according to our regulations." Rather he was concerned that the Municipal Airport was, in his opinion, more competitive than complementary with the International Airport, and it was in the belief that they would be complementary that the Federal Government was prompted to develop the International Airport. Although many letters passed between the Mayor and the Minister over this issue, the Minister seemed bent on getting the City to reduce commercial activity at the Municipal Airport. This came to light when the City hesitated to call tenders for the construction of a proposed east-west runway (to replace Runway 11-29) because the Minister of Transport indicated that the services rendered at the Municipal Airport by the Department of Transport might be withdrawn

⁴²Letter from the Minister of Transport to Mayor Roper, June 12, 1963.

or the City might have to pay for them.⁴³ This matter, however, was soon resolved by effective representation of the firms which had invested some \$25 million on the Airport and employed 1,175 persons. Representatives from the Airport Association (representing eighteen companies), Pacific Western Airlines, Northwest Industries Ltd., Aircraft Maintenance Ltd., Superior Aviation Ltd., and others engaged in the aircraft industry--all appeared before the Finance Committee and reminded the Committee of the Council's promise to keep the airport in operation for at least ten years and that it should stand firm by that decision. Equally the reaction of the people in Northern Alberta and the Northwest Territories, represented by the Yellowknife Board of Trade, who make the fullest use of the airport, was almost violent.⁴⁴ The Committee therefore recommended that the Council pave the runway and inform the Minister of Transport of its feeling in regard to any suggested reduction in the operation of the Municipal Airport.⁴⁵ The Council endorsed the recommendation, an action that must be attributed to the influence of public pressure--another instance of its effect in shaping the development of the city.

Users of the airport were determined that the estimated cost of

⁴³ Letter from Mayor Roper to the Hon. George J. McBraith, Minister of Transport, June 13, 1963.

⁴⁴ Letter from the Yellowknife Board of Trade to the Mayor and Council, July 5, 1963.

⁴⁵ Finance Committee Report to Council, No. 15, July 3, 1963.

\$90,000 for the required services of the Department of Transport (DOT) should not be borne by the taxpayers of Edmonton.⁴⁶ They agreed to reimburse the City for the charges if and when they were made by the Department,⁴⁷ and continued to object to the Department's demands. The struggle between the City and the Department began in September 1963 and continued until August 1964 when, at the invitation of the Mayor, several officials of DOT, from both Ottawa and Edmonton, discussed the whole matter with the Mayor and Commissioners. The agreed outcome was that the northwest-southeast runway (Runway 11-29) could be continued in use without any serious difficulty, and at the same time adequate safety measures should be provided for all concerned.⁴⁸ The City then reversed its decision to construct the proposed east-west runway and approved the appropriation of \$10,000 to complete the surface repairs to Runway 11-29 and thus complete the rehabilitation of the airport.⁴⁹

Repeated Argument to Close the Industrial Airport

Between September 1963 and August 1964 when it was feared that the airport would be closed, there was another public outcry that

⁴⁶ Commissioners' Report to Council, No. 50, October 7, 1963.

⁴⁷ Letter from Mayor Hawrelak to the Deputy Minister of DOT, June 22, 1964.

⁴⁸ Commissioners' Report to Council, No. 34, August 24, 1964.

⁴⁹ Minutes of Council Meeting, August 24, 1964.

it should continue to function as Edmonton's industrial airport for it was "one of the greatest assets we have for the present and much more so for the future." At the same time the Mayor of the City, William Hawrelak, who was vehemently opposed to the City's retention of the airport, presented to the Council a report showing that the City's decision to keep the airport was based largely on economic factors elaborated by the Fisher Report, but which were contrary to the findings of developers and consultants in Toronto (Community Development Consultants Ltd.) who had made a study of the Municipal Airport. These Consultants found that the value of 600 acres of the airport site in the heart of Edmonton in its raw state would, if the airport was closed, be sold for \$12 million to \$14 million, and that the yearly earning power of \$12 million would be \$700,000.⁵⁰ Furthermore, the 600 acres could carry an integrated development worth about \$100 million over a five-to ten-year period. When completed this development could bring an annual tax revenue of \$2 million. In addition, a properly developed scheme would increase assessments in the surrounding areas of the airport and add substantially to tax revenues. On these figures the Mayor based his petition to close the Municipal Airport and release the land to industrial developers.

The Mayor's appeal was matched by two equally forceful appeals

⁵⁰ Report of Mayor Hawrelak to Council, December 9, 1963.

by Aldermen F. Mitchell and V. Dantzer. Both reviewed the decisions and the commitment made to business men by the Council in respect of the airport. Alderman Mitchell declared that:⁵¹

If we are to be considered a responsible City, we must honour that commitment. How can we ask any further business to establish in Edmonton if the Mayor of the City is going to wash out all prior commitments in favour of any new ones he sees fit to make?

The protest of Alderman Dantzer was that industrial and commercial enterprises located at the airport were entitled to a firm decision by Council to retain the airport, and that anything less than that would make it impossible for them to carry out their normal activities or make any plans for the future.⁵²

Council therefore passed the following motion:⁵³

That the Council re-affirm its policy of maintaining the airport in its present location and fulfilling the undertakings given in respect thereto and that the Department of Transport in Ottawa be notified of the City's policy in this regard.

At the end of 1966 all that was left to complete the plan of development of the airport was the construction of a new passenger building by the Northern Gateway Properties Ltd. The agreement between the City and this Company is that the Company will erect the building (to be taxed as a conventional commercial building) at an estimated cost of

⁵¹ Minutes of Council Meeting, December 18, 1963.

⁵² Loc. cit. (Alderman Dantzer was elected Mayor of the City in 1965.)

⁵³ Minutes of Council Meeting, op. cit. December 18, 1963.

\$1 million, and provide the necessary space for lobbies, baggage handling, Federal Government requirements, and the offices for the City's administration of the Airport. The City, on the other hand, will lease the site of 3.5 to 4 acres to the Company at \$1 per year which will have the right to buy the site at a price to be negotiated should "the airport cease to operate as an airport."⁵⁴ The end of 1966 marked some fifteen months since the agreement was made but up to that time work had not started on the building. Nevertheless, at that time the development of the Municipal Airport was almost complete. From humble beginnings, through all the vicissitudes of circumstance until 1966 it was to grow and develop into an enterprise whose land was valued at \$7.2 million, whose assessment for tax purposes was estimated at \$4.5 million and whose estimated annual tax levy was \$232,800 (based on the 1965 mill rate of 48.5 mills).⁵⁵

CONCLUSION

In conclusion, it is clear that the development of Edmonton's Municipal Airport gave the city another distinctive urban quarter within two or three miles from the most important quarter, the central business district. This development resulted from a combination of numerous

⁵⁴ Commissioners' Report to Council, No. 52, September 27, 1965.

⁵⁵ Answer to Enquiries, July 11, 1966.

decision-making processes in which the flying enthusiast, the business man, the individual citizen, the ratepayers, the Federal Government, and above all, the City Council have made major contributions. It was in part a response to changing conditions generated by the potentialities of the airport itself and sustained by the demand it created; in part, it was a response to external circumstances. The first of these was reflected in the airport's function as supplier of Northern Alberta and the Northwest Territories with essentials for their development, followed by the overwhelming reliance of these areas on air transportation from the airport at Edmonton, before and after the International Airport was built. The continuation of this dual relationship in summer brought the Cooking Lake Seaplane Base into being--to allow the landing of aircraft fitted with pontoons. Before, during and after World War II, even to the termination of this study in 1966, that reliance continued. Also, in reverse, the airport's propensity to attract business has contributed to its becoming an industrial area of the first magnitude, even drawing to its southern, southeastern and eastern sides a measure of commercial business.

The other circumstances that also contributed to its growth relate to its strategic location, especially for national defence and for the Commonwealth and Western North America. These circumstances ensured the airport's expansion and development and drew to its periphery certain sections of the aircraft industry which, for reasons of convenience,

also drew allied industries. With the military function removed after World War II, the role of the airport was subordinated to that of a strictly industrial airport to serve the local area. This change, and more specifically the change in technology which gave rise to more powerful aircraft, demanded longer runways than those at the Municipal Airport, and called for the provision of a new International Airport (which is making a major contribution to the city), while making surplus an area to the east of the Municipal Airport. Urgent urban needs soon changed the form of this surplus area to other forms of land use--institutional (school), public utilities, park. Above all the change has accelerated considerably the growth and development of the city, giving employment, heightening the spending power of the City, contributing to the City's revenues, attracting new industries and providing an open space whose function is partly that of a "zone separator."

Thus in the development of this urban unit, changing conditions over a period of forty-two years (1924 to 1966) have accounted for a change of function. It is common knowledge that this is a phenomenon of urbanism. However, the effects seen in the study of one unit of the urban area, are truly far reaching. Therefore a pertinent fact that emerges from this study is that certain units of the urban area appear to be changing so rapidly because of change at the local, national, and international level, that urban geographers might well find intensive study of units of the urban area extremely worthwhile. Too long we

have dealt with the whole unit rather than with the place of the part within the whole unit. This is clearly attested by the effect of the Edmonton Municipal Airport on the City of Edmonton as a whole, though the development of the airport represents decision-making processes which are closely interwoven.

CHAPTER XV

COUNCIL'S PROMOTIONAL POLICIES:INDUSTRIAL DEVELOPMENT

After the close of World War II a new era began in the industrial development of Edmonton. Up to that time the City had spent a great deal of money on publicity literature but lacked the organization that industrial promotion demands:¹

...representatives looking over the city as a place to locate (their business) would have to go to the Land Department to find sites, then to the Engineer's to learn of water and sewer, then the Power Department, and then the Telephone Department etc. By the time they had this run-around they were not thinking very kindly. The Mayor and the Commissioners did not have much time for them.

The physic for this malady was the joint recommendation of the Mayor, Mr. H. D. Ainlay, and the Commissioners to appoint a "Promoter of Industrial Development", subsequently referred to as Industrial Commissioner. This was made possible by the contribution of the Commissioner's salary by the larger business firms of the city and the City's grant to the establishment of an industrial department, and for extensive advertisement of the city.² The Industrial Commissioner did much for Edmonton in the eight years (1946 to 1954) he held the

¹ Letter from Mr. H. D. Ainlay, former Mayor of Edmonton, dated October 25, 1966, in reply to an inquiry sent to him.

² Minutes of Council Meeting, August 12, 1966.

position:³

We set him up with an office and some staff. It was his job to have all the information necessary gathered in his office, sites, utilities etc. Then he would stay with the representatives until they were satisfied. He would entertain them while they were in the city.

Later I had many letters expressing the greatest satisfaction with the treatment received in the city. This, I think, contributed as much as anything else to the beginning of the industrial development of the city. ... They (the visiting entrepreneurs) require the personal touch. They are more inclined to settle where they think the atmosphere is for good living.

If, therefore, the effect of public decision-making on the industrial development of Edmonton is to be understood, attention must be focussed on the activities of the Industrial Commissioner who, at sixty-one years of age, had remarkable ability and wide experience. He had numerous contacts with business and industrial interests. He had confidential information about almost every industrial firm and every important industrialist on the North American continent. He had numerous friends in Government departments and agencies in both Canada and the United States and pried information from them as easily as he supplied it to the City Council. Reading his reports to Council (referred to in the City's records as "The Curtis Files"), one repeatedly comes across the statement "a very good friend told me". He was seemingly ubiquitous. He was constantly visiting Vancouver, Toronto, Montreal, Ottawa, Windsor, Brantford, New York, Chicago,

³ Letter from Mr. H. D. Ainlay, op. cit.

St. Paul, and London (England). In all these places he interviewed business people and encouraged them to locate branches of their businesses in Edmonton. His first public statement to the Edmonton Industrial Development Board was:⁴

My first thought on being appointed Industrial Commissioner for Edmonton was that we would have to have something to offer manufacturers in the way of empty buildings, and while still in Montreal with the War Assets, I came across some correspondence regarding the American Railhead warehouses at 142nd Street, and it seemed to me that as this appeared to be the only property which could be utilized for the above purpose, I started negotiations at Montreal and Ottawa (before coming to Edmonton) with War Assets and the R. C. A. F., with a view to having these warehouses turned over to the City, to be utilized by us for manufacturing purposes.

The American Railhead was an industrial pocket bordered by 142nd and 144th Streets and 106A and 111th Avenues (mentioned in Chapter XI). It included twenty city blocks of different sizes and was developed by the United States Government for emergency operations during World War II. The fact that most of the buildings were on City property and would not need to be moved, strongly favoured the City's acquisition of the warehouses. It was not surprising, therefore, that seven of them were turned over to the City before the end of 1946, and one was immediately offered to Kraft Food Products Ltd. which had been seeking cold-storage space.⁵

⁴ Report of the Industrial Commissioner, dated October 31, 1946.

⁵ Loc. cit.

By the end of 1946 the office of the Industrial Commissioner was thoroughly organized. It had distributed about 1,500 booklets on Edmonton to industrial, railway and bank officials, acquired a list of some 300 names of industries in New York, and an equally long list from the Industrial Department of the C. P. R. at Montreal and from the Department of Trade and Commerce at Ottawa.⁶

What else did the City do to forge industrial development? As a result of past decisions, it had control of a number of facilities that could be employed in an industrial resurgence: City-owned industrial sites, reasonably priced; City-owned utilities at reasonable rates (its electrical power the second lowest-priced in Western Canada); and a City policy to encourage industrial development at all cost. These factors were heightened by an abundance of natural resources in the surrounding district, especially low-cost fuel, including coal, natural gas and petroleum; an available supply of skilled and unskilled labour; and a location in Western Canada that had helped to make the city a distributing centre, and could be exploited further. In 1946 it seemed, in retrospect, that all the pains, care and patience which the early Councils had exercised to encourage the development of the city were about to garner a stupendous harvest. The City was well poised for it. Judged by the 1947 report of the Industrial

⁶Report of the Industrial Commissioner, August 1, 1947

Commissioner, Edmonton had started to realize all its special advantages, and to unleash them in an all-out effort to improve the material welfare of the community. From September, 1946 to July, 1947 no less than eighteen new industries found a home in Edmonton with the help of the Industrial Commissioner, and 8,000 copies of a booklet on Edmonton were distributed throughout Canada, the United States and the United Kingdom.

Then came the discovery of oil at Leduc in 1947, at Woodbend and Redwater in 1948, all within a radius of about fifty miles of Edmonton. The discovery of these resources of power ushered in an era of accelerated industrial activity. This is common knowledge. What is not as well known is that the decisions taken by the City Council of Edmonton heightened the resurgence of industrial activity to a very great extent. Certainly the avid advertising in various newspapers and trade journals, and the wide distribution of literature on the Edmonton district made a contribution, even though this is difficult to measure or assess. Yet another contribution was the annual visits made by the Industrial Commissioner who was sent by the Council to woo manufacturers and industrial representatives of the Railways, Banks, Dominion Government and others in eastern Canada and the United States to establish branches of their activities in the Edmonton area. The first visit was in 1948 and, following this visit though only partly as a result of it, a large number of new industries came to Edmonton. These may be roughly categorized

under metals (electrical steel foundry, steel castings), petroleum, chemicals, construction and others. In 1948 also, sixty-eight new industries, warehouses and offices connected with the oil industry, were given accommodation in Edmonton through the efforts and by the help of the Industrial Commissioner.⁷ Many were subsidiaries of British and American companies. And these did not include other industries located outside the city limits, for example the Imperial Oil Refinery near the Clover Bar Bridge. Nor did the number above include small manufacturing plants, construction yards and warehouses that were established on a large number of City lots, and privately-owned property sold during the year to these companies. Nor did it include the large amount of additions and improvements made during the year by industries formerly established in the city.⁸

The sudden boom in industrial development in 1948 continued into 1949 when twenty-five warehouses connected with the oil industry were built as well as another thirty associated with general business.⁹ Altogether, in 1949 one hundred companies connected in some way with the oil industry opened offices, warehouses and machine and repair shops in Edmonton.¹⁰ Witness the increase in value of building permits

⁷Industrial Commissioner's Report for 1948, addressed to the Mayor and Commissioners, dated January 12, 1950.

⁸Loc. cit.

⁹Loc. cit.

¹⁰Industrial Commissioner's Report for 1949, addressed to the Mayor and Commissioners, dated January 12, 1950.

(see Appendix IV), from \$27 million in 1948 to \$40 million in 1949, and to \$46.6 million in 1950. Witness, too, the continuation of the spectacular increase after 1952, year by year, to 1966. The golden age of Edmonton had set in, and it showed remarkable buoyancy and dynamism. In contrast to the former boom period, that of the 1950s showed a continuing process. There were three reasons for this, intimated before but worth emphasis. The first was the abundance and variety of natural resources in the Edmonton area - as yet little exploited and imperfectly assessed, yet clearly considerable. The second was the City's policy of long-term, orderly progressive development, fostered by its ownership of much of the industrial land; its replotting schemes and application of a zoning by-law to the replotted land; and its policy to develop the land under the neighbourhood-unit principle. The third reason resulted from the first two - the opportunities offered by an expanding market. Note the population growth shown in Appendix IV. So it was not merely the allurements of new industrial firms to the city but the encouragement given them by the City Council, the City's offer of reasonably priced sites (for if all the land had been owned privately they would have been priced high enough to hold up, or repel, or affect in some adverse way industrial development). The last statement raises an important point that needs clarification. The market determines the price of land in response to supply and demand. Therefore if the

Council charges less than the market price, it is cheating its citizens, arguably, unless there are non-monetary advantages accruing from the sale. But non-monetary advantages did accrue from the City's sale of reasonably priced industrial land. Attracting industries was, and continues to be, a policy of the City. Mayor Dantzer is explicit on this point. In an interview he stated: "The City attracts assets that are justifiably taxable". Moreover, apart from taxes which benefit the public in various ways, the assets (in this case industrial) bring employment, and satisfy a demand for manufactured goods. The main point, however, was that the City created an industrial climate conducive to development and this went hand in hand with the availability of natural resources. The establishment of certain large industrial enterprises on the outskirts of the city speaks most eloquently of the industrial climate endowed and created in the area: the \$40 million chemical plant by Canadian Chemical Co. Ltd., an affiliate of the Celanese Corporation of America; the two oil refineries of the British American Oil Co. Ltd., and McColl-Frontenac Co., each built at a cost of \$2 million; and the tank farm of the Interprovincial Pipe Line Co. with its 1,200-mile pipeline from Edmonton to Lake Superior.

With the acceleration of industrial activity from 1948 came a demand for industrial sites which turned the Council's attention to the development of those sites it had reserved for industry, discussed in the previous period. The areas included:

1. The Kingsway Industrial Area between 119th and 121st Streets and 108th and Kingsway Avenues. The development agreed to for this area was to be based on heavy and light industries, served by a spur line from the C.N.R. main line on 121st Street. In order to divide the land into industrial parcels suitable for industries requiring spur facilities, the City in 1949 entered into a 20-year agreement jointly with the C.N.R. and the Grand Trunk Pacific Railway Companies. The City agreed to provide the right-of-way, and to meet some construction costs, while the railway companies retained ownership of the leads and were to be responsible for their maintenance, repair and operation. The City was to dispose the land solely to industrial establishments that required railway facilities, and was to develop the area north of 114th Avenue during 1949 and the remainder of the area as rapidly as it was reasonably possible.

In a relatively short time, the Industrial Commissioner located a number of new factories and warehouses within the area. By September, 1949 nearly all the sites were sold, a condition that made it necessary for the City to open the area south of 114th Avenue for development.¹¹ Once more the land was quickly taken up. Note, therefore, the impact of public decisions on this one area: Council's zoning of the area for light and heavy industry, City ownership of the land, sale of the land at

¹¹Memo from Industrial Commissioner to Mayor and City Commissioners, September 20, 1949.

reasonable prices, the City's agreement with the railway companies to provide spur lines to sites within the area, and the City's encouragement, given through its Industrial Commissioner, to locate the many firms, all combined to bring about the rapid industrial development of the whole area. The warehouses and factories built in it cost then well over \$10 million.¹²

To continue the industrial area from 111th Avenue to 108th Avenue, the City bought 383 lots or 103 acres in Blocks 16 to 20 of the Hudson Bay Reserve from the Hudson's Bay Company.¹³ This area was formerly the Prince Rupert Golf Course. The layout for the development of the area was, like the one north of it, prepared by the Town Planner.¹⁴ The remainder of the land, separated by a buffer strip, was given to residential development.

2. The Industrial Area, 97th Street and Calder C.N. R. Line. The development of this area was also embraced by the City's 1949 agreement with the C. N. R. and the G. T. P. R., since the development was similar to that of the Kingsway area. This new industrial area, extending from 97th to 90th Streets and between 125th Avenue and the C. N. R. comprised thirty acres.¹⁵ With the City's adoption of the Engineer's plan for development

¹²Ibid., Report for 1950, dated January 12, 1951

¹³Letter from City Solicitor to City Comptroller, January 2, 1951

¹⁴Commissioners' Report to Council, No. 8, 1951

¹⁵Industrial Report for 1950, op. cit.

and the order of planned development by the Planning Department, the sites were readily acquired by manufacturing firms.¹⁶

3. Industrial Area at Fort Trail, east of the Burns's Packing Plant.

The City's development of this area was prompted mainly by the demand for industrial sites served by railway spurs. The land was divided so that one portion could be sold for warehouses with a length of 150 feet, and another portion for factories with a length of 250 feet. Again, immediately the layout was approved, the land was quickly disposed of, another strong indication of the demand that existed at that time.

4. The Southside Industrial Area between 60th Avenue and 78th Avenue in the vicinity of 103rd Street.

This area was exclusively owned by the City, but the City's decision to develop it for industrial purposes envisaged an agreement with the C.P.R. since it was necessary to service the whole area with railway sidings. At the same time the C.P.R. Company desired to purchase additional City land for enlarging its right-of-way, station grounds and freight yards in South Edmonton. The two requirements were satisfied in an agreement signed on June 27, 1949, which allowed the City to sell the C.P.R. 16.2 acres at \$1,000 per acre and the C.P.R. to construct industrial spurs to sites in the area as and

¹⁶ Minutes of the Meeting of the City of Edmonton Development Board, February 16, 1949.

when required by the City, and by private agreements with the industries to be located on the property. Further, the City agreed to sell industrial sites only in the blocks at the north end of the area until such time as municipal sewer and water services were extended to the more southerly blocks.

Other Industrial Areas

Similar arrangements by the City of Edmonton made for the development of other industrial areas in the city, for example the West End Industrial area between 127th and 149th Streets and 111th and 118th Avenues. Again this area was planned only as a result of the City's agreement with the C. N. R. and by painstaking negotiations with land-owners, since most of the land was owned privately.¹⁷ By the end of 1953, the last year of the Industrial Commissioner's reports before his retirement, these industrial areas were well established. Table XLI shows that the total amount invested by industrial firms in building construction alone in these areas between 1951 and 1953 was rather more than \$20.6 million. But this amount did not include the small businesses, machine shops, small oil-supply companies and others, which cost less than \$35,000 each to construct. Nor did it include a large number of companies which spent considerable amounts on

¹⁷Letter from Mayor William Hawrelak to Mr. Don McKay, Executive Secretary, Edmonton Chamber of Commerce, Edmonton, June 10, 1952

on enlarging their premises. Further, it has to be emphasized that the figures given in Table XLI are for building costs only; they do not include the cost of machinery and equipment. Add the amount invested in the refinery area beyond the eastern limits of the city, as given in Table XLI, and the total amounts to \$220 million invested in the Edmonton area in three years. Had development not been hindered by the great demand for building materials, especially steel, in this period of reconstruction throughout the Dominion, the total amount invested would have been even more impressive. The demand, then, for industrial sites in Edmonton at this period, with or without railway sidings, forced the City to open up not only more industrial areas but very large areas to industry. This was made relatively easy by the City's ownership of much of its land. What was more, this came at a time when town planning in Edmonton was being put on a sound basis so that the industrial areas were well planned, zoned and controlled by the City.

Yet another astounding fact, mentioned before and made more explicit in Table XLII, was that the sudden eruption of industrial activity showed signs of continuing. In column 1 of Table XLII the value of commercial and industrial permits showed an overall increase while columns 2 and 3 reveal a continuous increase for the same period. This increase substantiates the previous statement that industrial activity in Edmonton after World War II showed a continuing expansion.

TABLE XLI -- EDMONTON'S INDUSTRIAL DEVELOPMENT

1951 - 1953

(Industrial buildings, construction cost of \$35,000 and over)

Industrial Areas	1951 (\$000)	1952 (\$000)	1953 (\$000)
Kingsway Industrial, Kingsway and 118th Aves. to 107th St.	4,300	2,590	2,890
Pr. Rupert Industrial	2,225	750	----
Santa Rosa Industrial, E. of Burns Packing Plant	160	781	905
125th Ave. 90th to 97th Streets	180	50	375
63rd Ave. & 103rd St.	42	50	80
127th Ave. & 107th St.	150	160	400
125th Ave. & 82nd St.	100	200	350
Bronx Industrial, 125th Ave. & 127th St.	----	95	550
Irvine Industrial, 63rd Ave. & 99th St.	----	475	1,917
W. End Industrial, 115th Ave. & 142nd St. to 149th St.	----	----	670
67th Ave. & 104th St.	----	----	95
Others	----	200	-----
TOTAL CITY	7,157	5,251	8,232
Refinery Area (outside City's eastern limits)	87,800	95,600	16,050
GRAND TOTAL	94,957	100,851	24,282

Source: City of Edmonton, Industrial Commissioner's Reports,
1951 to 1953

The striking upsurge of industrial activity in Edmonton throughout the 1950s, while contributing greatly to the development of the city, brought in its train a serious effect - a sharp increase in the price of industrial land.

TABLE XLII -- EDMONTON'S INDUSTRIAL DEVELOPMENT
1955 TO 1966

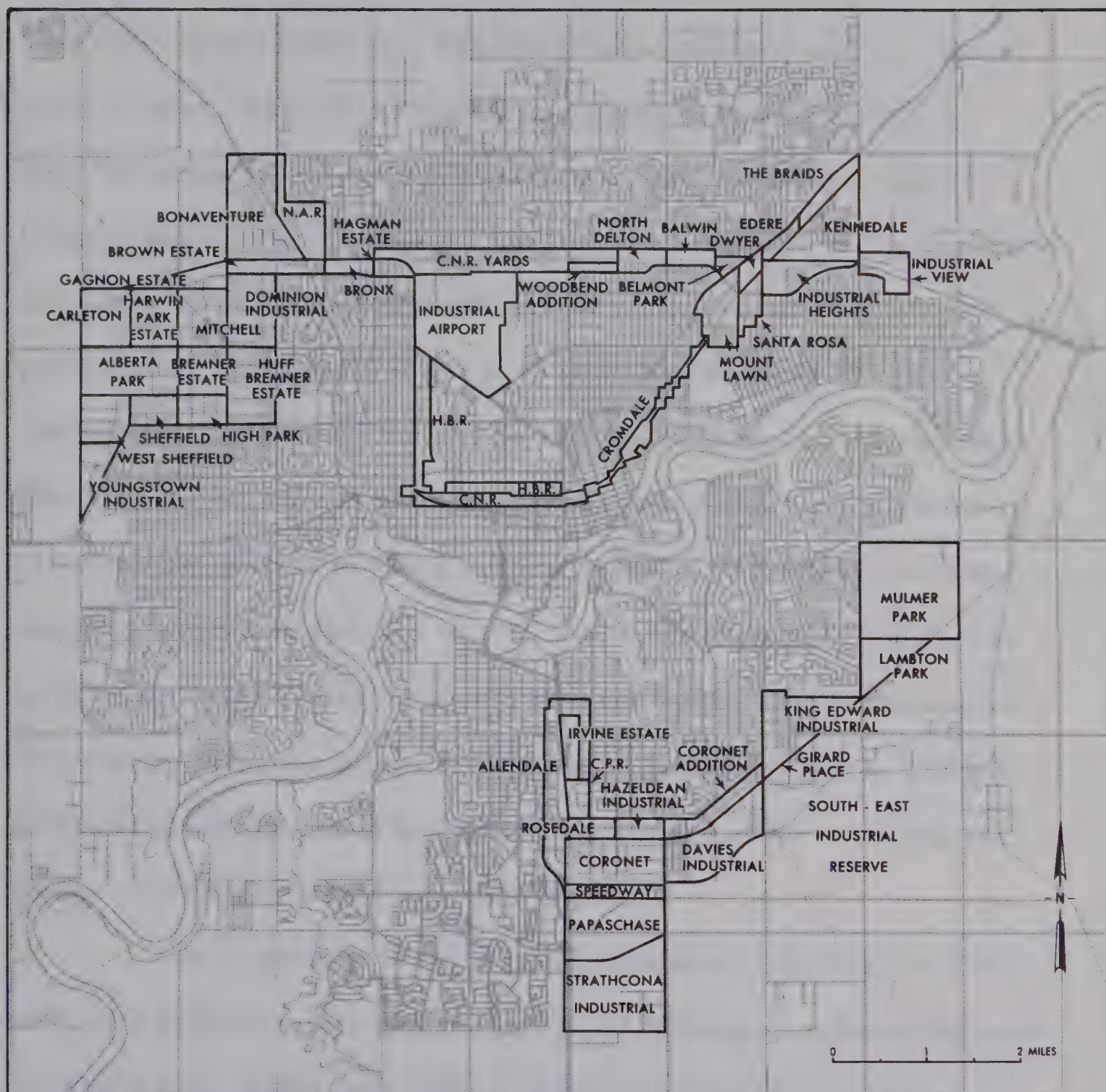
Year	1 Commercial Permits \$ million	2 Retail Trade \$ million	3 Gross Value Manufacturing Production \$ million
1955	9.5	305	na
1956	22.7	335	324
1957	19.1	355	347
1958	15.6	363	383
1959	18.4	387	400
1960	15.3	388	400
1961	11.8	410	405
1962	20.9	411	433
1963	17.4	425	448
1964	32.6	453	492
1965	34.3	477	514
TOTAL	217.6	4,309	4,146

na not available

Source: City of Edmonton, Reports of the Public Relations
Division, 1955 to 1965

For instance, in the Dominion Industrial Subdivision (Fig. 45) 1.29 acres of land were sold for \$47,500, while approximately eighty acres went for an average of \$10,400 per acre.¹⁸ Other sites in the same subdivision were sold at \$14,000 per acre. Also in the Bremner Industrial Subdivision land was sold at \$22,000 per acre. Such highly-priced industrial land became a deterrent to the very industries that the City had been

¹⁸Brief presented to Council by Campbell Brothers Real Estate Ltd., April 25, 1960



EDMONTON

INDUSTRIAL AREAS

(1966)

Source: The City of Edmonton
Planning Dept.

Figure 45

spending thousands of dollars to attract. In 1963, for instance, the City spent rather more than \$42,000 on advertising in Canada, the United States, the United Kingdom and Japan.¹⁹ It was claimed in 1960 that many industries by-passed Edmonton and found a home in Calgary where land prices were much lower - from \$6,750 to \$8,500 per acre, including cost of services, as compared with Edmonton's prices of \$9,700 to \$21,350 per acre with City services.²⁰ That Edmonton had suffered a setback in 1960 is supported by the considerable drop in the value of building permits (see Appendix IV), from \$70.9 million in 1959 to \$56.2 million in 1960. Regrettably the City was its own executioner, for in 1959 it took the view that if profit was to be made on land sales, it should be made by the City. It attempted therefore to bring the prices of City-owned industrial land in line with prices of privately-owned land. But this had the effect of raising the prices of privately-owned land still higher.²¹

In an attempt to correct the imbalance in prices, the City adopted a recommendation of the Industrial Development Board (formed in 1959 to help create favourable industrial conditions especially for

¹⁹The City of Edmonton Advertising Schedule and Estimate for Industrial Development, March, 1963

²⁰Report of Industrial Director to the Finance Committee regarding Industrial Land Price, March 9, 1960

²¹Report of the Metropolitan and Industrial Development Committee, March 9, 1960

new industries) to force down the price of industrial land in the Dominion Industrial Subdivision.²² The sale price suggested was from \$3,000 to \$5,000 per acre, later revised to an average of \$6,000 per acre, and further revised to conform with a requirement of "fair actual value" for City-owned lands as stipulated in the amended City Act of 1960.²³ The new, revised prices hardly differed from the original prices suggested. Thus reduced prices of City-owned industrial land became the City's policy during the early 1960s.

The progressive increase in building permits after 1960 (see Appendix IV) from \$56.2 million in 1960 to \$68.7 million in 1961, to \$90.3 million in 1962 seems to suggest that the policy just mentioned had its desired effect in forcing down prices and attracting new industries. At any rate, between 1962 and 1964 the City sold industrial land at an average of 200 acres per year.²⁴

Imbalance in the prices of industrial land corrected, it became even more urgent in 1964 to correct the imbalance that existed between commercial and industrial assessment on the one hand, and residential on the other - the former claimed to be 30 per cent, the latter 70 per cent

²²Minutes of Council Meeting, March 10, 1960

²³Commissioners' Report to Council, No. 27, March 28, 1960

²⁴Commissioners' Report to Council, No. 10, December 14, 1964

of the City's total property assessment.²⁵ Although industrial development had increased remarkably over the years, population growth had jumped alarmingly. This, one of the Aldermen declared,²⁶ made it expedient for the City to support a policy of vigorous industrial promotion a part of which policy, as the Commissioners contended, should be to ensure that an ample and varied supply of industrial lots was always available at reasonable prices. The lands annexed in 1964 increased the city's total area of unoccupied industrial land, zoned and unzoned, to about 5,500 acres.²⁷ Yet much of the total acreage was fragmented owing to pipelines and other rights-of-way which criss-cross much of the total acreage.

Civic attempts to provide industrial development are revealed in Edmonton in a number of ways, one of which, the creation of industrial subdivision, should be examined.

²⁵Loc. cit.

²⁶Alderman E. H. Ledger, in a motion presented to the Council on May 25, 1964, recommended that the City (a) acquire land by annexation and purchase to develop industrial parks for resale at cost to primary and secondary industry; (b) phase out its membership in the Edmonton Area Industrial Development Association and establish its own department for promoting and assisting industrial development in the city; and (c) furnish, for a period of time, utilities at cost to new primary and secondary industries that established in Edmonton and which were not in competition with any existing industry.

²⁷Commissioners' Report, No. 10, op. cit.

INDUSTRIAL SUBDIVISIONS

The City's policy of making industrial land available at reasonable prices in a number of areas is illustrated in Table XLIII. It would be interesting to compare the total available acreage given in this table with the total acreage of industrial land sold for say the decade or half decade ending September, 1965. This, unfortunately, is not possible, for while statistics of total acreage of City-owned land sold are available, they do not distinguish the total acreage of City-owned industrial land sold during that period. On the other hand, at the beginning of 1964, privately-owned industrial land in the city approximated 1,350 acres: 50 acres in the northwest, 200 acres in the northeast, and 1,100 acres in the south.²⁸

In the development of all of these, the City installed most of the services, planned each in such a way, and applied zoning standards so rigidly, that this layout and ordered appearance resemble industrial parks. Under Zoning By-law No. 2135 (1961) these districts fell in the category of M1, M2, M3 permitted uses which "will not cause nor permit any external objectionable or dangerous condition, including noise, vibration, smoke, dust and other matter; odour, toxic and noxious matters; radiation, fire and explosive hazards; and heat, humidity and glare". The provision of sites in these new subdivisions by the City,

²⁸Answer to Inquiries of the Council, January 13, 1964

TABLE XLIII -- CITY-OWNED INDUSTRIAL LAND, 1965

INDUSTRIAL LANDS	ACRES
Subdivision surveyed and serviced:	
1. Coronet	31.6
2. Coronet Addition	10.1
3. Hazeldean	3.2
4. Hudson Bay Reserve (Airport)	9.2
5. Rosedale	6.7
TOTAL	60.8
Subdivision surveyed but unserviced:	
1. Industrial Heights	42.7
2. Bonaventure	57.3
3. Brown Estate	17.5
4. Davis	62.6
TOTAL	180.1
Unsubdivided and Unserved Land (estimated):	
1. N. E. Portion of City	40.0
2. N. W. Portion of City	90.0
3. S. Portion of City	75.0
TOTAL	205.0
GRAND TOTAL	445.9

Source: City of Edmonton, Answer to Enquiries of Council

the reasonable price charged for City-owned land, the servicing of sites by the City were all clearly meant to assist new industries. It was indeed a sound policy. Not only did it provide assurance of rational, planned development for the entrepreneur who must plan in advance for major development, but it relieved him of the burden of financing, especially in the early stages of development. All that

investors needed more from the City was an assurance that there would not be a change of policy once they entered into large-scale investments. This assurance was given to one developer in particular, Marathon Realty Co. Ltd., a subsidiary of Canadian Pacific Railway Company. As this assurance made for the development of the Strathcona Industrial Park, the development should be discussed.

The Strathcona Industrial Park

The area comprises 230 acres and is located south of the proposed southwest ring road (45th Avenue) east of the Calgary Highway. It was first optioned and later purchased by the Marathon Realty Co. Ltd., which proposed to convert the whole area by planned, phased development into an industrial estate. It was proposed that the development would be carried out over a period of years and would employ "the best municipal and rail services". The Company further promised to undertake "an aggressive marketing programme" to attract industry to the area.²⁹ The Council approved the proposals in principle. Subsequently during discussions held with the City Commissioners and other City officials on matters relative to planning, servicing, and the phasing of the proposed development, the City committed itself to provide surface drainage in two

²⁹Letter from Marathon Realty Co. Ltd., Calgary, addressed to Mayor Dantzer and Aldermen, March 23, 1966

phases, first to the northerly 130 acres within two years, and to the southerly 100 acres in about ten years when a major storm sewer from Whitemud Creek to the main line of the C.P.R. could be constructed at an estimated cost of \$1 million.³⁰

Of the 130 acres to the north, the Company decided to develop the southern 65 acres first. In keeping with its policy of installing utilities in new subdivisions, to charge the cost against the land, and to recover it with interest, the City passed By-laws No. 2813 (1966) and No. 2818 (1966) to raise \$175,000 and \$98,000 respectively, for sewer construction.

In civic administration a policy once established, if repealed, can and does create confusion and above all financial loss. Thus the Aldermen of a City Council must constantly be informed of past decisions of the Council. This was made very obvious in 1966 when several members of the Edmonton City Council expressed their opposition to the City's previous development policy, and demanded that Marathon Realty Co. Ltd. and all other developers should themselves finance the servicing of their developments.³¹ Clearly this would have had a stifling effect on industrial development which previous Councils had tried so hard to foster, and would have been a betrayal

³⁰ Commissioners' Report to Council, No. 73, March 28, 1966.

³¹ Loc. cit.

of the terms previously granted Marathon. This was meaningfully revealed in the retort of the Company:³²

It was our understanding before we undertook this project that service charges would be assessed on a front-foot basis and Marathon Realty would be allowed to amortize service costs over a period of years at a base rate of 6 per cent. Another alternative of payment was cash when the individual site was developed or registered.

The Commissioners could not but support the claim of the Company, and recommended that Council should honour its previous commitment to service Marathon's 130 acres on a two-stage basis. The Council endorsed the recommendation,³³ another public action that made for the development of an industrial area in the city.

The Clover Bar Industrial Estates

This is the general name given to the area on the eastern city limits, which comprises 3,400 acres for which an overall, planned industrial development is envisaged.

In the promotion of industries, the City, while having a fair amount of land within its borders for light industries, lacked sites for heavy industries. As suitable sites are to be found only on the eastern outskirts of the city, called the Clover Bar Industrial Estates, Council was obliged to show an interest in this area and to promote its development.

³² Commissioners' Report to Council, No. 73, op. cit.

³³ Minutes of Council Meeting, March 28, 1966.

Factors claimed by former City Commissioner G. C. Hamilton to be conducive to its development include its nearness to the North Saskatchewan River, to a large labour force, and to railways (both C. N. R. and C. P. R.) and Provincial highway systems; and the availability of municipal utilities and of products from a number of important industries centred there, including Canadian Chemical, Monsanto Naugatuck Chemicals (a division of Dominion Rubber), Fiberglass Canada, Rheem Canada and Canada Cement.³⁴ Altogether these Companies have invested well over \$100 million in the area. The first stage of development, the assembly and consolidation of the land, followed by detailed planning, has had the support of the County of Strathcona, the City of Edmonton and the Edmonton Area Industrial Development Association, the C. N. R. and the C. P. R., and the several utility companies which service the area. Despite the Industrial Commissioners' promotion of the area in Switzerland, Germany and elsewhere, up to the end of 1966 the response of foreign industrialists had been negligible.

CIVIC PROMOTION OF INDUSTRIAL DEVELOPMENT

In attempting to find effective ways and means to attract and establish industries in Edmonton after World War II, the Councils used

³⁴ Letter from G. C. Hamilton, City Commissioner, to Mr. Peter H. Nickels, European Representative of the Canadian Imperial Bank of Commerce, Zurich, Switzerland, August 27, 1964.

various methods. The establishment of an Industrial Development Board and the appointment of an Industrial Commissioner, both in 1958, were among the most effective. In adopting a policy to advertize and promote Edmonton's industrial potentials to people who make the decisions, and to establish and extend industrial plants, the City continued to send its officials on trips to eastern Canada, the United States and elsewhere for the expressed purpose of attracting business to Edmonton. In 1959 Mayor Hawrelak and the Director of Industrial Development were sent on a trip to eastern Canada. The Mayor interviewed bank officials and their business development supervisors, industrialists and other entrepreneurs, and representatives of the C. N. R. and C. P. R. He gave Press conferences and radio and television interviews, and claimed to have "sold" Edmonton successfully to eastern Canada, as was claimed in the following statement:³⁵

The purpose of the trip was to obtain publicity for the newly established office of Industrial Development as well as for Edmonton and the Edmonton Area as a whole. There is no question in my mind that these objectives were achieved admirably. We were both extremely well received wherever we went, and the various people we met were keenly interested in the new developments taking place in this area. . . . From the point of view of publicity alone on radio, TV and in the Press, the trip could be construed to be a definite success, as this publicity is of the type which cannot be purchased. . . . It is obvious that trips of this type are essential if Edmonton is to obtain its full share of industrial development.

³⁵The City of Edmonton, "Report of the Trip to Toronto and Montreal" by Mayor Hawrelak and Mr. Munro, dated September 2, 1959.

This appraisal of the trip becomes limp under analytical scrutiny. As first citizen of Edmonton, the Mayor would be assured by protocol, if not by ordinary politeness, of being "well received". His favourable reception was no proof that he succeeded to attract industries to Edmonton (the aim of the Industrial Development Board). The proof is in the number of business interests that actually came to the city as a result of the trip, and there is no clear proof how many, if any, came.

Next, in 1961 the City approved the establishment of the Edmonton Area Industrial Development Association (EAIDA) which supplanted the work of the City's Industrial Development Board.³⁶ The object of the Association was to promote industrial and commercial development in the Edmonton area, that is, the city of Edmonton, the towns of Jasper Place, Beverly, St. Albert, Calmar, Devon, Fort Saskatchewan, Leduc, and Stony Plain, and the Municipal Districts included in the jurisdiction of the Edmonton District Planning Commission. Whereas the Mayor and members of the public regarded this action of the Council as a retrograde step, the City Commissioners defended it in the belief that the Association would be effective in encouraging new industrial locations in greater Edmonton because of the fragmented jurisdiction of the municipalities over different parts of the metropolitan area; that any industrial advertizing programme, even if

³⁶ Minutes of Council Meeting, May 8, 1961.

sponsored by the City alone, would have the effect of promoting the whole Edmonton area; and that it would be unlikely, because of the text of any particular advertizement, that interested industrialists would differentiate between the City and the surrounding area.³⁷ But by the end of 1964 the Commissioners were obviously entertaining second thoughts about the whole matter. Two matters then called for rational assessment. First, the City lacked, even to 1966, large enough tracts of land for large-scale industries. For economic reasons the Council desired to encourage such industries on the outskirts of the City. Therefore the City was more or less duty bound to show interest in the development of the whole Edmonton District. Second, of the total contribution of \$39,748 to EAIDA in 1964, the City's share was \$30,375. This prompted the Commissioners to say:³⁸

It is clear to us and to all that have any interest in locating industries in this area that the magnet for such interest is the City of Edmonton itself and, therefore, it is this magnet that should be more vigorously and clearly brought to the attention of industrialists and financiers wherever they may be. We are convinced that this at the present time is not being done to its fullest possible extent and it appears that steps should be taken in the re-organization of the Association to put forth the most effective means of attracting the industries to Edmonton.

³⁷ Commissioners' Report to Council, No. 39, July 22, 1963.

³⁸ Ibid., No. 12, December 22, 1964.

Pending a general review of the advisability of continued support of EAIDA, the Council approved continued membership for the first quarter of 1965,³⁹ during which period the constitutional by-laws were changed to give the City of Edmonton a greater control over the affairs of the Association.⁴⁰ The review requested by Council showed that it was the City that provided the identity and the focus of interest to prospective industrialist, as well as to the investor and the tourist. It was only after the industrialist had been attracted to Edmonton that a decision was made regarding plant siting, and it was probably that heavy industries would continue to be located outside the city limits. The Commissioners therefore advocated a return to purely civic promotion which appeared to offer the advantages of increased flexibility in terms of promotional activities. This was done in February 1962.⁴¹ An Industrial Development Department was established "to develop and carry into execution a comprehensive programme to attract and facilitate all aspects of economic and industrial growth in and around Edmonton", including tourist promotion. The estimated budget of the Department, including the salaries of its staff, was set in the neighbourhood of \$100,000 per year--\$40,000 to be given to advertizing

³⁹ Minutes of Council Meeting, December 22, 1964.

⁴⁰ Commissioners' Report to Council, No. 31, April 26, 1965.

⁴¹ Minutes of Council Meeting, February 28, 1966.

and promotion, the balance to salaries and administration.⁴²

In the extension of this policy, the Council approved industrial missions comprising the Mayor and one of the City Commissioners to eastern Canada in 1963 and to Europe in 1964.⁴³ Each of these hoped "to stimulate the interests of financiers and industrialists in the Edmonton community". In 1963 also, the City consented to one of its Commissioners joining a delegation from the Province of Alberta to visit Japan on a three-week conference, designed to encourage the establishment of Japanese industries in Alberta.

In assessing the City's attempts at industrial promotion, one cardinal question seeks an answer. How far has the City's promotion of industries, through advertizing, circulation of literature and industrial missions, been effective? It seems unlikely that a suitable test could be devised to measure this accurately. All that can be relied upon are certain clues from which a possible deduction can be made.

First, the City's establishment of an Industrial Department and the appointment of Graham Curtis as Industrial Commissioner appeared to have brought positive results. These actions, however, reflect other considerations, notably the discovery of petroleum and natural

⁴²Commissioners' Report No. 31, op. cit.

⁴³Minutes of Council Meeting, December 9, 1963 and June 8, 1964.

gas in the Edmonton area, and the interest of industrialists in potential petro-chemical industries. The Industrial Commissioner and his Department provided prospective developers with specific required information about land, zoning, utilities and rail facilities and roads. More than that the Commissioner himself called in person, as shown, or wrote to developers who showed an interest in oil development in the area. Four illustrations will be enough to substantiate this point.

1. Letter from Industrial Commissioner to G. Marchand, Marchand Furnace Ltd. Tilbury, Ontario, dated February 1, 1961.

I thought you would be interested to know that we have recently located a foundry company here, named the Great North Foundry Ltd. who are starting to erect their plant.

If one of the reasons you have been holding off in locating a branch plant in Edmonton is that you would have to bring in all your castings, this information may be of interest to you.

2. Letter from Industrial Commissioner to Mr. J. Fernnebresque, Central Manager, Chemical Department, Celanese Corporation of America, New York, U.S.A., dated February 27, 1951.

You will remember I called on you in New York on Friday, February 9, in regard to your proposed plans for locating a plant in Edmonton....

As I remember our conversation, you stated you anticipated visiting Edmonton within two weeks of our conversation. I think I mentioned at the time that I would like very much to introduce you to our Deputy Mayor, Mr. W. Hawrelak, and our two City Commissioners, Mr. John Hodgson and Mr. D. B. Menzies. These gentlemen are looking forward to meeting you, and asked me to extend to your company the welcome of the City of Edmonton, and to state that they would be very glad to meet you and to cooperate with your Company in every way.

3. Letter from Industrial Commissioner to G. Marchand, Marchand Furnaces Ltd., Tilbury, Ontario, dated March 7, 1951.

I do not know whether you have seen the financial papers within the last few weeks, but would like to tell you that the Celanese Corporation of America, headquarters at 180 Madison Avenue, New York, made an official announcement on February 8th that they intended locating a large Petro-Chemical Plant in Edmonton, at a cost of between \$40 million and \$50 million.

I may say that in addition to this, I am in correspondence with several other large chemical plants and expect that within the next few months we will have further news about them deciding to locate here. I am pointing out these matters to you to emphasize the fact that there will be a very large increase in the population of this city during 1951 and 1952, and you may consider it wise to get started here and secure some of the business....

4. Letter from Commissioner G. C. Hamilton to the Vice President and General Manager, Canadian Johns-Manville Co. Ltd., Port Credit, Ontario, dated February 26, 1962.

We note with interest that Johns-Manville proposes a pipe manufacture plant in Alberta, and, if it is proper to do so, invite you to consider Edmonton as the site for this plant.

While not completely aware of your requirements, we believe that Edmonton would be a desirable location, not only because of our low fuel and power costs, the availability of water, a good labour supply with a history of harmonious labor management relations, but also because of the availability in the Edmonton area of a cement supply from two major companies, the Canada Cement Company and Inland Cement Company Ltd. Inland Cement, as you know, has the largest production unit and is the head office for the largest cement company in the West.

These illustrations strengthen the belief that the City's Industrial Development Department served a useful purpose along the lines mentioned. However, by 1966 the picture had changed somewhat. The city of Edmonton lacked large tracts of industrial land that could

be used to lure large-scale industries, therefore, according to Dr.

Elmer Roper, former Mayor of Edmonton, "promotion of large-scale industrial development within the city is not now really possible".⁴⁴

He adds, however, that the existence of the City's Industrial Development Department is nevertheless warranted:

I believe that there should be at the Commissioner level one of the top administration officials who would be specifically responsible for industrial and other development. It was my experience that the principals of companies contemplating major investment in the city wished to deal directly with top-level administrators... The advantages of Edmonton as a site for industrial development should be made widely known by a city agency organized for the purpose.

The views of another former mayor of Edmonton, William Hawrelak, augment those of Dr. Roper:⁴⁵

Edmonton at the present time is short of huge acres within its Corporate limits for large plant establishment. However, we have a sufficient area adjacent to large tracts of land outside the city which can be developed as industry requires, both on a large scale as well as that of small type. Whatever large industry the Corporate limits of Edmonton cannot accommodate, the placing of it just outside still makes the new industry part and parcel of Edmonton's economy, even though taxes would be payable to the surrounding Municipality. Out of large industry smaller service and secondary industries become necessary and Edmonton would have room for them for a long time to come. It must also be said that Edmonton has a direct responsibility to its neighboring Municipalities in being a big brother to them and helping

⁴⁴ Letter from Dr. Elmer E. Roper, February 15, 1969, in reply to a query sent to him about the promoting of large-scale industrial development within the city of Edmonton.

⁴⁵ Letter from Wm. Hawrelak, January 30, 1969, in reply to a query sent to him about the promoting of large-scale industrial development within the City of Edmonton.

them to locate industries which in turn is helpful to Edmonton.

While at the moment industries at Edmonton may have to locate just outside of its boundaries, pay their property taxes elsewhere, many Edmontonians are optimistic about having the present Edmonton boundaries extended so that the industries we speak of may be brought in within the new boundaries.

These are views of responsible citizens who, during their office as mayors, made a most valuable contribution to the development of Edmonton. It seems safe to accept them. Besides, whether Edmonton attempts to attract small-scale industries within the city, where land is available for the purpose, or large-scale industries outside the city limits, where land is also available, the city is certain to profit. The siting of the three large oil refineries on the eastern limits of the city supports this view, as does the siting, also on the eastern limits, of the Sherrit Gordon nickel-cobalt-fertilizer plant and one of the plants of the Premier Steel Mills Ltd., and the siting of the fertilizer plant of the Imperial Oil Ltd. (estimated to cost \$55 million) in the Redwater area, thirty miles north of Edmonton.

It has to be admitted, however, that the problem that faced Edmonton in 1966 to find more land for large-scale industries reflects the short-sightedness of the Council, especially during and immediately after World War II. This is a valid criticism, admitted by Dr. Roper:⁴⁶

⁴⁶ Letter from Dr. Roper, op. cit.

Major industrial development related to the discovery of oil was inevitable in the Edmonton area. That it would be located downstream and downwind from the city should also have been foreseen. But the civic administrations of the time were indifferent to the need of boundary expansion. In the meantime the adjoining municipality acquired a vested interest in a major tax base that should have been Edmonton's.

Here, then, is another example of poor planning or no planning at all.

CONCLUSION

The foregoing discussion can be summarized briefly. It reveals that industrial development in Edmonton after World War II was to a certain extent dependent on the actions of the City Council. By establishing an Industrial Department and with the help of an efficient Planning Department, the City was able to encourage, direct, and guide industrial development, especially when the discovery of petroleum and natural gas brought to the city and its outskirts a number of industries associated with these resources. Next, the City's earlier policy, endorsed in the revised City Act of 1960, to sell City-owned lands at "fair actual values" had the effect of first, forcing down the rise in land values that attended the resurgence of industrial activity after World War II, and second, of attracting industrial concerns which, it was alleged, were by-passing Edmonton for areas that had cheaper industrial lands. Also the City's ownership and purchase of industrial land contributed much to the easy location of new firms. Increasing demand led to a City policy of

creating new industrial subdivisions with spaciousness and railway facilities, while an imbalance in tax assessment (residential almost twice that of the industrial) led the City to adopt industrial promotion methods which were most effective. It was industrial promotion that caused the City to establish its own Industrial Development Department, and to join the Edmonton Area Industrial Development Association (EAIDA), because of the lack of large industrial tracts of land within its limits.

As the City's aim of industrial promotion appeared unfulfilled by its membership in EAIDA, the City cancelled its membership and re-established its own Industrial Department. This action and the existence of this Department seem justified because, as Dr. Roper avers, "major contacts with prospective industrial or other developers should be at the highest level of city administration".

Finally, as to be expected, the decisions of the Council, the interaction of the railways, industrial firms, private persons, and the resources of the Edmonton area have together contributed to the pattern of land use of the urban community, faithfully recorded in the land-use map of 1965 (Fig. 47).

CHAPTER XVI

MORPHOLOGICAL IMPLICATIONS OF COUNCIL'S POLICIES

The period from 1946 to 1966 may well be regarded as the golden age in the evolution of Edmonton. The end of World War II and the return to peace time activities, the discovery of petroleum and natural gas in areas surrounding the city, the spectacular increase in population and industrial activity, the conspicuously large amount of City-owned lands available for industrial and residential use - these invited public decisions, many and varied and of considerable impact. Since no one in Edmonton, even at the end of the war, foresaw the tempestuous change that would bring Edmonton in line with the large cities of Canada, despite the City's programme of industrial promotion, the sudden demands forced on the Council after 1947 made it necessary for it to formulate policies with a degree of urgency. The consequences of these decisions reveal themselves most arrestingly in the physical development of the city.

Physical Expansion

With the maelstrom of change, the demand for industrial and residential land increased. The City-owned lands were soon sold out, and it became imperative that the City extend its boundaries. Annexations to the east, southeast, south and southwest answered the need

for a while until the amalgamation of the town of Jasper Place, the town of Beverly, and a portion of land to the northeast brought more living space. In just over two decades, 1945 to 1966, the city more than doubled its size, from 41 square miles to 85.6 square miles. And even at the end of 1966 the Council was considering further annexations: an area in the extreme northwest in which it had already bought nearly 160 acres, and the oil refining area in Strathcona to the east of the city, which the Council failed to annex with Jasper Place in 1964.

The Consequences of Planning

The amendment of the Town Planning Act of 1929 by the Provincial Government, the City's appointment of a town planner and the establishment of a Planning Department with trained staff, a Technical Planning Board - all in accordance with the recommendations of Bland and Spence-Sales - soon put planning in Edmonton on a sound basis. The consequences of these actions were quickly discernible.

The first is seen in the residential land use of Edmonton. Under Interim Development Control, as discussed in Chapter XI, much of the undeveloped area was replotted (Fig. 33). The schemes were facilitated by the City's ownership of much of the land, and by the City's application of zoning to the replotted areas. As shown, most of the lands were peripheral to the central part of the city. Associated with this civic policy

was another of "programmed development" based on the neighbourhood unit principle. This programmed development involved a logical sequence of service installations and a programme of roadway construction. Both policies operated together and made for the establishment of well-planned residential units (Fig. 46). Those that have been developed comprised tax-forfeited lands. Those that were proposed for development involved part of the annexed areas in the southwest in 1959 and the northeast in 1961. Though approval of the sequence of development was given by Council only to the southwest area, the development of the northeast area has been progressing in the order proposed to Council.

All the neighbourhood units have been incorporated into the general plan of the city and have brought a remarkable order to the physical development and appearance of Edmonton. Besides, they have acted as an irrevocable deterrent from sprawl. As with the units that have been developed, so also with those proposed for development must, according to Council's policy, be based on programmed development.

Another remarkable feature of the neighbourhood units was that before development actually started, lands were set aside for schools, parks and other open spaces, and for streets. Therefore each developed neighbourhood unit is characterized by wide streets and spacious, pleasing boulevards; schools and park areas for recreational purposes; a local business district; one-family dwelling or low density districts; two-family dwellings or medium density districts; multi-family dwellings or high

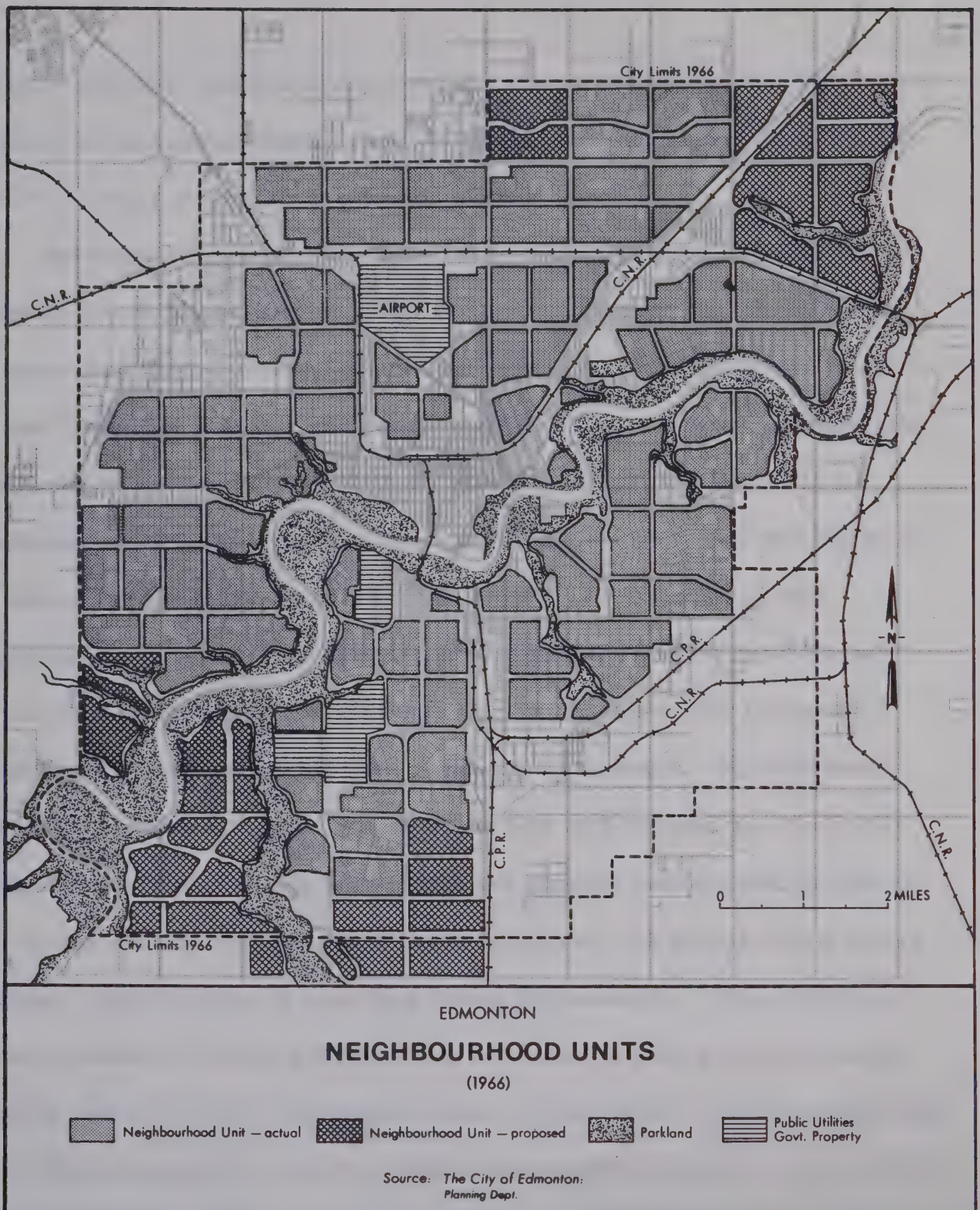


Figure 46

density districts; and off-street parking. Each neighbourhood unit forms a more or less homogeneous whole and each is associated or linked to the other by major streets or avenues or parks.

The morphology of the city witnessed other significant changes under Interim Development Control. These include, for example, the creation of apartment districts in the central part of the city both north and south of the river (see Fig. 36), and the removal of industries from the American Railhead between 142nd and 144th Streets and between 106A and 111th Avenues, as also from the area north of Whyte Avenue. This was achieved at some cost but allowed the land to be converted to residential and commercial uses (Fig. 37). Council action also planned the development of the University District in the South Garneau area not only for institutional and residential but also for commercial purposes. But even more impressive was the merged efforts of the City of Edmonton and the Public School Board in developing together school grounds and adjacent parklands for active recreational purposes and for joint use, the School Board during the day, the City after 6 p.m. and during the weekends. This collaboration accounts for a wide distribution of a number of park areas outside the central valley (Fig. 47). Invariably each of these is the recreational grounds for at least two public schools. Each of the neighbourhood units is provided with at least one of these recreational areas. In this way the recreational areas help to form a coherent system with those park areas in the central

valley. Their dual function of providing open space and playing fields and recreation grounds, and their wide distribution render them of inestimable value.

Much of the land incorporated into the park system, it must be added, was bought and exchanged in the period 1946 to 1966. These areas are to the southwest, east, northeast and north of the city (see Fig. 38). Civic acquisition of much of this land was encouraged by the District Planning Commission which in 1961 zoned it as "district recreation". Other public decisions contributed to the development of sports centres such as the Walterdale Sports Centre by the Kinsmen Club, and the South Edmonton Sports Centre by the South Side Services Club.

Another effect of Council's policies was the further development of the Municipal Airport. The assumption was that by offering the airport to the Federal Government for use in its Commonwealth Air Training Scheme during World War II the airport would be extended and developed and would bring aircraft industries to the city. These great expectations were realized in every way at the end of the war; therefore Council's action was subtle and could well be regarded as self-interest in the guise of patriotism. In the pursuit of national defence, aircraft of the R. C. A. F. and the U. S. A. A. F. required repairing and overhauling services. These resulted in the establishment of a plant for the purpose, which, as shown, developed as the Northwest Industries Ltd. after the war, and occupied the northern part of the airport (see Fig. 43).

Operation of the airport by the Federal Government was also to lead to further industrial expansion in Edmonton after the war, for the large hangars built and used by the Federal and United States Governments provided much needed space for industrial firms. This explains why so many industrial firms are located on the airport and why the airport area has become industrial. Yet, without this accident of history, other factors could well have caused industries to cleave to the airport area.

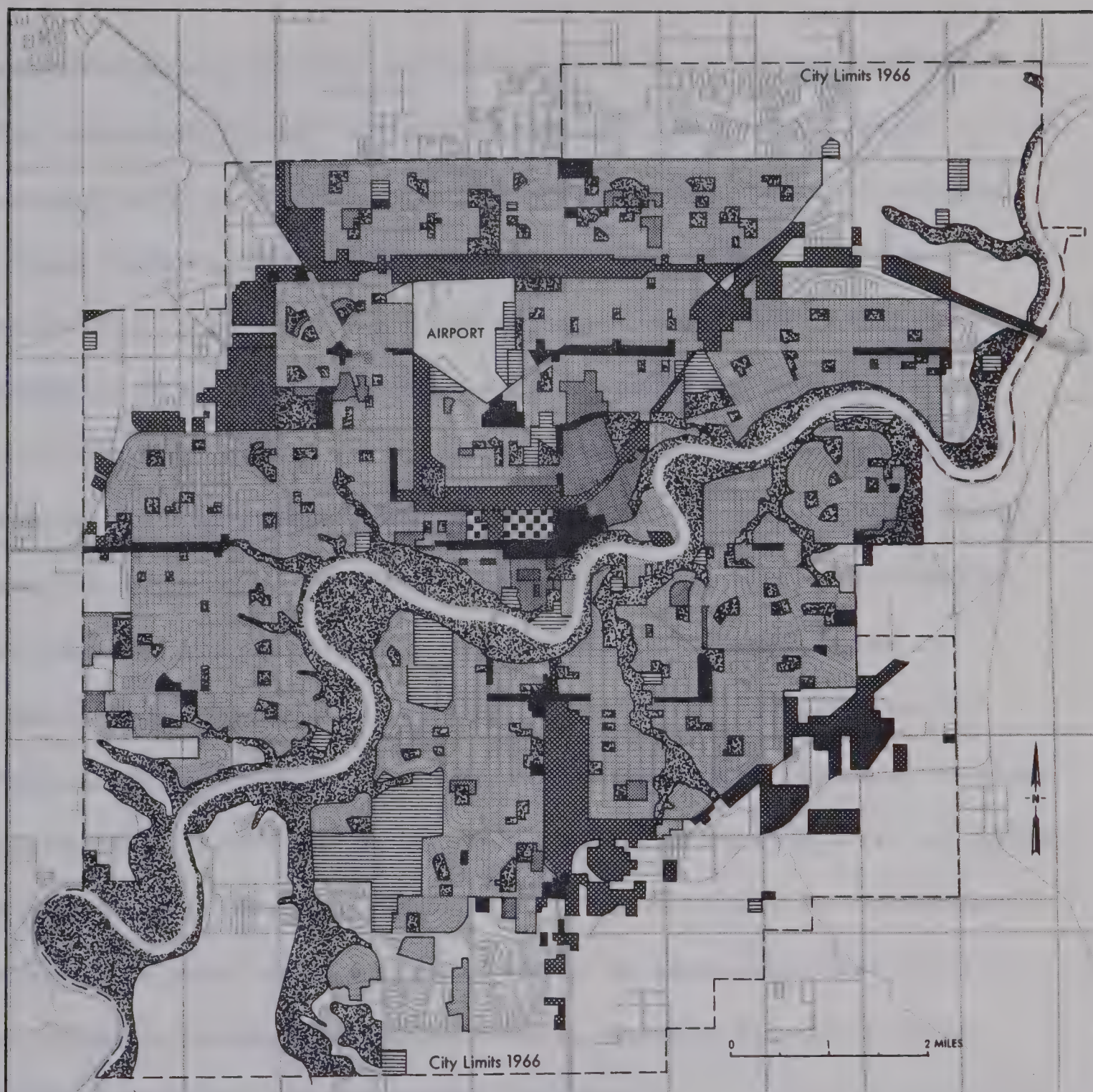
The disposition of the eastern part of the airport, after the Edmonton International Airport at Nisku was built, together with effective planning arrangements, made for three separate uses of this area. Figure 44 shows that these include a park, a site for the Northern Alberta Institute of Technology, and a works site for municipal departments. Each of these was sited either for convenience or because the land was publicly owned.

Perhaps the most spectacular landmark in Edmonton's morphology during this third period is the development, as yet incomplete, of the Civic Centre. It represents the result of rather more than fifty years of public and private policies, discussions and negotiations. More appropriately it seeks the fulfilment of a dream dreamed in 1912 which was never obliterated from the minds of Councils in the years that followed. The Civic Centre, when completed, might very well arrest the forces that tend to break up the centre of the city and to strengthen the periphery.

Yet, crowding the central district with taller and taller buildings, thousands of office workers, more automobiles and more parking garages is, in effect, inviting problems that are not readily solved even by an efficient civic planning department. This danger exists. It must be reckoned with, for in a very real sense it can defeat so much that hardship and sacrifice have won. It can be prevented if the development of the Civic Centre embodies the highest aspirations of the citizens and if it takes account of current trends.

Finally, the morphological implications of Council's policies in respect to industrial development are revealed in a most convincing way. The policies have led to a distinct industrial pattern which was shaping before 1914. The core of the pattern (Fig. 6), slightly extended by 1930 (Fig. 25), permanently fixed by the Zoning By-law No. 26 in 1933 (Fig. 25), evolved even more distinctly by 1945 (Fig. 30). By planning it was made even more rational and ordered by 1965 (Figs. 45 and 47). The whole is an expression of Council's endeavours from before World War I to bring industries to the city, to locate them (with good show of reason) along the railways, or in areas easily served by spur lines. The pattern also derives much from non-civic locations, but there is no question that the private decisions were always made within the framework of civic policy.

The 1965 pattern of industrial land use showed a marked areal differentiation. Four strands of the pattern are revealed. The first is



EDMONTON
LAND USE
 (1965 Generalized)

Low Density Residential
 Medium Density Residential
 High Density Residential

Commercial
 Central Wholesale
 Industrial

Parks
 Public Utilities
 Govt. Property

Source: *The City of Edmonton:
 Edmonton General Plan, 1965*

Figure 47

associated with the C.P.R. and the C.N.R. to the south and southeast. This area constitutes the southern wholesale district and the larger industrial units or "parks", including the Strathcona Industrial, Coronet, Coronet Addition, Davies Industrial, Girard Place, and King Edward Industrial. These areas, as shown in Figure 45 and Table XLIII, were opened by the City to satisfy the demand for industrial land after World War II. Insofar as they are spacious and well planned, they are similar to those in the northwest sector of the city; that is, those in the northwest form the second strand of the industrial land-use pattern. They include the Dominion Industrial, Bremner Huff Industrial, Brown Estate and Bonaventure, all referred to earlier. Bonaventure, formerly Radial Park, and Brown Estate were given over exclusively to industrial development because the areas, isolated from the rest of the city, were not suited to residential development and because of railway facilities and the easy extension of sewer service from the south. In addition to these areas are the privately developed industrial estates: Sheffield Industrial, West Sheffield Industrial and Youngstown Industrial.

The remaining two strands of the pattern follow the C.N.R. to the north from east to west, and diagonally from northeast to southwest to the centre of the city, making a loop to the north. All these result in large part from public decisions to assemble land along these lines for industrial development and from municipal agreements with the old G. T. P. R., the Canadian Northern Railway and the Canadian National

Railway companies, the Hudson's Bay Company, and private persons.

Enough has been said to show that the areal distribution of industrial activity is not just a product of the present but embodies a legacy from the past. It was rigidly controlled and deliberately planned, even when the Council was planning the city without a plan. The same is true of the new residential areas. Indeed, the city's pattern of land uses is a composite of the interaction of all the uses. Without a doubt the commercial-wholesale and the residential land uses are dependent to a considerable degree on accelerated industrial development of the two decades after World War II. Figure 47 shows an intensification of commercial land use in the centre of the city, radiating outwards from the centre and along streets that give access to the residential areas. Also within the residential areas are scattered commercial areas, actually nodes of shopping based on the neighbourhood principle of residential development, as mentioned before. This results from population growth and the extension of the city limits by annexations. Further, the 1965 land-use map (Fig. 47) reveals a disconcerting fact, alluded to above. The centre of the city is becoming crowded. Industrial, commercial, wholesale-warehouse, and residential land uses vie with one another. The interesting question is, what can be done to remedy the situation? The past uses are fixed: industrial, commercial, wholesale-warehouse. In recent years there has been a tendency to encourage residents in this core area, as revealed by

a high-rise apartment block in the Civic Centre. Two alternatives recommend themselves. The first is to allow the past uses to remain. In other words, it might be rational for Edmonton to follow the modern trend of population movement from the centre of the city to the suburbs where young families are better accommodated. The second is to encourage residential use (especially for single and retired persons who show a propensity throughout North America to reside within or as close to the city centre as possible), and move out the warehouses and with them the railway spurs. This would then give enough room in the centre of the city for intelligent planning and use, and thereby obviate congestion. Unless strong action is taken by the Council, the city centre of Edmonton might well become inaccessible, paradoxically because it is the most accessible, and then urban renewal of the centre would become necessary.

CHAPTER XVII

CONCLUSIONS

This study has been focussed throughout on the complex processes of public decision-making, and on the effects of these decisions on the morphological evolution of the city of Edmonton. The latter have been analysed by stages and considered at successive periods of time. On the one hand, they include the interventions of the provincial government and the Edmonton City Council, on the other those of business groups, taxpayers, and the local press and other mass media. While some of these processes are constant, others are changing; and some interact to effect more change. The whole is an intricate network which, once recognized and understood, can, to a very great extent, help to illuminate some of the manifold problems of an urban area, and assist the work especially of planning.

From this study certain generalizations can be made.

1. The processes of public decision-making in Edmonton have had a large and virtually immeasurable role in the morphological and economic growth of the city from its inception as a town.

Initially the processes created an industrial climate conducive to development by attracting railways which in turn attracted industries; by ensuring that an ample supply of industrial sites were available at reasonable prices; by advertising the special advantages

of the city; by offering various worthwhile inducements, including public utilities, free, at cost, or at other reasonable rates; and, not least, by attracting immigrants. The development resulted largely from policies which began at the turn of the century and were vigorously pursued to 1966. The development was of course enhanced by a number of other factors, including the abundance and variety of natural resources within the Edmonton district, tax-forfeited lands (no less than 50 per cent of the building land of the city), and by private and other public decisions to reserve lands along the railways for industry, and to extend spur lines to industrial sites as required. These decisions were taken before the exploitation of natural gas and petroleum in Edmonton but continued to influence the course of events in this later stage.

Ignorance of these processes which cause morphological change and economic development makes for a facile, superficial assumption that resources, especially fuels and mineral, fostered Edmonton's industrial development and accounted for the growth of the city. As Sauer noted, "'natural resources' are in fact cultural appraisals"¹; they are inert and geographically unimportant until social effort is applied to them. At Edmonton a favourable industrial climate was created by public decisions before and after World War I. The

¹Carl O. Sauer, Agricultural Origins and Dispersals, The American Geographical Society, New York, 1952, pp. 2, 3.

post-World War II development of petroleum and natural gas and their use as sources of energy capitalized on the previous development wrought by public decisions - railway development, available public utilities and available industrial sites at reasonable rates, airport development and others. In short, Edmonton's morphological evolution and economic development over a very short period from 1892 to 1966 involved bold policy decisions and their implementation. If what is true of Edmonton is true of other urban areas, then the study of cities cannot ignore the tangled processes of public decision-making that have helped to shape their development.

2. Policies adopted as a result of public decision-making are defensibly pursued if the results are good or promising.

The discussion under point I above sustains this point of view. This is further illustrated by Edmonton's early policy to develop its central valley as a public park. Although conditions and circumstances changed, the policy has so far remained unchanged, though it may be modified. The economic depression during World War I, the war itself, the City's acquisition of tax-forfeited lands, and the unsuitability of much of the valley lands to residential or industrial use (through their susceptibility to flooding) are factors of change, but they served only to bring the development of the park system a step further, by making more lands available. Clearly the effects of such a policy are spread over a long period.

On the other hand, if the policy adopted was an irrational one, it was more often than not changed, depending on the ability of the Council to admit mistakes and to remedy them. Such changes, however, were made at considerable cost and only after the ill effects had become painfully obvious. The error of Edmonton's City Councils in allowing a pattern of fragmented, wasteful residential development before World War II became very noticeable immediately after it. Added to this was the City's policy, like that of other North American cities, erroneously to equate zoning to planning. This allowed inimical land uses, hence confusion. However, the change in development control in the 1950s produced a more consolidated and rational pattern of development than existed before - certainly the most significant contrast between the pre- and post-war periods.

3. Public decisions in Edmonton were, and are, influenced to a considerable degree by the local residents.

The Council is constantly bombarded with petitions for or against any measure or innovation or scheme which, in the opinion of the petitioners (vested interests or groups of citizens), might be injurious to the city and the well-being of its people. The public parklands are watched with the eyes of a hawk; there are rumblings if and when a roadway is to be constructed through a park or ravine; the keeping or closing of the Municipal Airport is hotly debated; demands for bridges or other forms of community improvements are

manfully made and just as strongly opposed at times; the local press (often reporting incorrectly, hence frequently offering public apologies) stirs agitation and fires action; and the eligibility of the Mayor or members of the Council to hold office is vigilantly scrutinized not only by the public but by Council members themselves. Indeed, the residents are deeply involved with public affairs, and this involvement is a process that helps to shape urban development. But citizen involvement can have both positive and negative effects on urban morphology and development. The positive effects are revealed in two ways. First, the citizens may actively support schemes approved by Council, which in the long run will effect morphological change. Second, the ratepayers may show themselves more astute than the Council and effectively oppose public schemes believed to be harmful to the development of the urban area. The negative effects of citizen participation in public affairs may result from the citizens' successful opposition of schemes believed to be beneficial to the city. In Edmonton both the negative and positive effects have affected the morphological and economic growth of the city.

4. The processes of public decision-making are severely handicapped by an uninformed local electorate. This ignorance leads to procrastination when speed of action is desirable. It also leads to major, unnecessary expense in the long run.

Admittedly, the persistence of the ratepayers of Edmonton in

defeating the Council's attempts to develop a civic centre could be interpreted, as discussed under point 3 above, as an attempt to suppress the grandiose, over ambitious schemes of the 1913 and 1925 Councils to develop the Civic Centre. If such an interpretation is correct, the citizens' opposition would have saved the City costs far greater than the land costs in the 1960s. Nevertheless, the local electorate are not always well informed of Council's policies. In these days of mass media, the problem is not intractable. A local Council can and should attempt more effective ways of informing the public of its policies. Educating the public of the City's policies and plans seems to be attempted too lightly.

5. Although the processes of public decision making are invariably slow, certain changes such as a rapid movement of population and industries to the urban area usually produce speedy action that has spatial implications.

The rapid physical growth of Edmonton after World War II was due largely to the numerous and speedy decisions made by the Councils to accommodate the rapidly increasing population and industries that came to the city after 1947. Even though the decisions were based often on the reports of committees, specialists or specialist groups, they were nevertheless made speedily. So conspicuous a departure from the norm of the democratic process indicates that public decisions need not be a long, drawn-out

process, and that when the affairs of the community are urgent, the decision-makers are not allowed to employ delaying tactics to see how the wind blows in the community, or to play safe by taking no action in the hope of being re-elected. The compelling need in certain situations in Edmonton to make decisions led to courageous confrontation and to bold decisions which in turn led, though not always, to quick and sound development of the community. This is well illustrated in the evolution of Edmonton.

6. The unforeseen or unexpected, or the element of chance, may slow or hasten but does not always change economic growth of the local community.

In Edmonton two economic depressions and two world wars directly arrested development but indirectly they contributed to development, thanks to the initiative of the local Council to profit from the situation. In World War I and the depressions during and after it the tax-forfeited lands which came to the City enabled it to control future development. In World War II the Municipal Airport, sited on tax-default lands, was developed fully by the Federal and American Governments; at the end of World War II the hangars which they had built housed the new industries then invading the city. Both developments, however, resulted from the spirited and successful attempts by the Council to influence the Federal Government. Witness the dovetailing of the processes: World War I and the

economic depressions, World War II, Council's policies, the decision of the Federal Government to establish an Air Training School in Edmonton, and the Korean War which necessitated the United States defence of Alaska and the decision to supply it from the Edmonton Municipal Airport.

Indirectly, also, World War II made possible the establishment of the Edmonton International Airport. Here again was seen the play of forces between local business interests and the City of Edmonton, and between the City and the Federal Government. These forces, though unpredictable, form an important strand in the highly complex web of processes that caused morphological and economic change in the local urban community. They, too, must be recognised and understood.

7. The timing of public decisions is a factor that figures strongly in the evolution of an urban area.

This has been revealed repeatedly in this study. Edmonton's acquisition of its water supply and sewerage system, its electricity generation and distribution system, and the telephone and street railway systems came at a decisive stage in the growth of the city - just before the intensive development from 1910 to 1912. If the decisions to own these utilities had not been taken when they were, the development of the city might very well have been impeded because the City lacked the funds for such gigantic undertakings throughout

the years from World War I to the beginning of World War II. Indeed, the form and rate of development might have been quite different.

8. Public decision-making at the local government level is fraught with difficulty because the system of electing anyone to represent a community in this day and age appears to invite change.

The weakness of the system is felt most at the municipal level where many difficult problems also arise and where elected representatives of less stature are made to grapple with them. It is true that these representatives command a whole Civic Administration of qualified and experienced personnel to advise and guide them. Yet, too often sound advice and good guidance are ignored, as shown in the study, for a variety of reasons not always elegant, not always clear. No other civic department knows this more surely than a city planning department which time and time again sees its plans, the result of long hours of effort and toil, thrown out by an ill-informed Council. This is a weakness of all governments, but certainly seemingly more critical at the municipal level. Moreover, changing conditions bring its toll of complexities. Today a politician needs to have some knowledge of a number of related fields, including economics, law, town planning, geography, finance, psychology, mathematics, and engineering. In other words, the new politician needs more than oratory.

The processes of public decision-making are bound up with

another issue in local legislation. In Canada, as in any other state with a federal system of government, the question of who should seek to serve the lot of the local community is paramount. After the federal and provincial governments have invariably drawn off the most able, the municipalities are left to seek out local people who are sufficiently interested in public affairs and sufficiently capable of representing the community on the local Council. Therefore the Edmonton City Act increases the paucity of bright, capable men who could make a contribution to public life. For if a business man enters local politics and by chance he or his business firm is found to be "a party to any subsisting contract with the City", howsoever small the infraction of the law and howsoever ignorant he may be of it, he is branded unethical and liable to have his character smeared. Yet, if the Act did not decree this condition, the local community might not be protected from those who would put private concerns above public concerns. On either count the local community suffers. Thus, the Edmonton City Act needs sober study and wise modification. Since this is true of Edmonton, it might also be true of other urban areas.

9. Finally, the study invites three pertinent questions: Is this type of research worth doing? Is the method of analysis a valid one? Can one arrive at geographical conclusions by this line of approach? The study would suggest that the answers to all three questions are in the affirmative. Despite the amount of work and the tedious nature

of the researches involved, the study is worthwhile because it reveals as it explains the many intricate processes that have fashioned the morphology and economic development of Edmonton. The method of analysis is mainly the historian's stance, but the results are geographical, hence the validity of the approach. In other words, the geographical aspects of Edmonton's evolution are bound up with the historical aspects. To extract the geography the history must be probed. Again, the method of analysis is rewarding since use is made of a rich, untapped source of documentation without which Edmonton of today cannot be rationally explained.

Since the role of public decision-making lends itself to critical examination, and since the type of research is valid and worthwhile, and leads to geographical conclusions, it follows that its adoption in the study of other urban areas, especially those of comparable size and history as Edmonton's should reveal much about the evolution of such areas. Other lines of approach might include the effect of other decisions by the federal or provincial or local government which could influence the processes of growth and change in urban areas. Such decisions might include the National Housing Act of Canada, federal inducements to industries in depressed areas under the Area Development Incentive Act of 1965, and public decisions concerning mass transit systems and de jure town planning.

The method of research advocated awaits more vigorous exploitation by urban geographers, particularly those who are prepared

to probe deeply and carefully. It is scientific in the best sense, and though its demands are time-consuming, its rewards are profoundly exciting.

APPENDIX I

CITY OF EDMONTON'S RAILWAY PROMOTION, 1901 TO 1911

CITY'S AGREEMENT WITH	DATE OF AGREEMENT	AUTHORIZING BY-LAW	DATE OF BY-LAW	CASH BONUS (\$000)	DONATED LAND	TAX EXEMPTION
EDMONTON YUKON PACIFIC RAILWAY CO.	Aug. 7, 1901	No. 214	Oct. 6, 1901	NIL	NIL	NIL
CANADIAN NORTHERN RAILWAY CO.	Aug. 19, 1903	No. 237	Nov. 15, 1904	25	R. L. 14, Blk. 16, Lots 6-14, 28-41 R. L. 10, Blk. 7, Lots 11-13, 18-21 R. L. 10, Blk. 8, Lots 10-12 R. L. 6, Lots 117-122 & N. halves of Lots 123 & 124, and 68.83 acres bought from Hudson's Bay Co.	All taxes except school taxes for 15 years
GRAND TRUNK PACIFIC RAILWAY CO.	Mar. 6, 1906	No. 7 No. 75 No. 299	Oct. 1, 1906 Oct. 1, 1906 July 1, 1911	100 (Rly.) 75 (R-o-w) 164 (East End Bridge)	R. L. 14, Blk. 16, Lots 4-6, 34-43 R. L. 14, Blk. 13, Lot 23 R. L. 10, Blk. 8, Lots 9 & 10 R. L. 6, Lots 117-122	All taxes except school taxes & any special tax on waterworks for 22 years
G. T. P. R. HOTEL	Oct. 1, 1911	No. 335			(a) Part of David Street lying east of McDougal Ave. (100th St.) (b) Lane west of Lot 27 (c) Lane between Lots 8 & 9	Tax on lands & buildings for 20 years over fixed assessment of \$50,000. Water supplied at cost for 20 years.
CANADIAN PACIFIC RAILWAY CO.	Nov. 30, 1909	No. 287	June 14, 1910	586a	Parts of certain lanes, avenues & streets where the railway crosses	General and specific taxation of the bridge for all time
TOTAL				950		

a This amount was made up of the following contributions:

City of Edmonton	\$238,000 - i.e., \$146,000 authorized for High Level Bridge (By-law No. 243, passed July 1, 1910)
Former City of Strathcona	\$92,000 authorized for Street Railway tracks (By-law No. 244, passed July 1, 1910)
Province of Alberta	\$ 50,000 - Agreement between Edmonton & Strathcona for latter to pay former this amount as part of the \$586,000.
Dominion Government	\$ 175,000
C. P. R.	\$ 126,000
	\$589,000 ^b
	\$802,354
	<u>\$1,391,354 -</u>

b Error of \$3,000 in records. TOTAL COST OF RAILWAY TRAFFIC AND PEDESTRIAN BRIDGE

Sources: 1. Agreements made between the City of Edmonton and the Railway Companies, 1901-1911
2. Minutes of Council Meetings, 1901-1911
3. City of Edmonton Financial Statements and Reports, 1914
4. City Engineer's Records, 1913

APPENDIX II

CITY OF EDMONTON'S REFUSAL OF MANUFACTURERS' APPLICATIONS FOR INDUCEMENTS 1892-1914

APPLICATIONS	YEAR	NATURE OF INDUSTRY	FREE SITE	CASH BONUS	EXEMPTIONS		REASONS FOR CITY'S REFUSAL
					CITY TAXATION FOR A NUMBER OF YEARS	CITY UTILITIES FOR A NUMBER OF YEARS	
1. N. P. FLOUR MILL CO.	1895	FLOUR MILL	X				CAPACITY OF MILL TOO GREAT
2. MESSRS. DICKSON & COULTES	1903	LINEN FACTORY		X			NOT STATED
3. GRIFFIN COUCH CO.	1904	MANUFACTURE-FURNITURE		X	X		PROSPECTIVE ADVANTAGES TO COMPANY WERE SIGNIFICANT INDUCEMENTS
4. MESSRS. WEEKES, STETCHBURY & HYNDMAN	1904	PIANO COMPANY		X	X		NOT STATED
5. EDMONTON BREWING CO.	1904	MANUFACTURE-BEER				X FREE WATER	REFUSAL UNTIL PLANS OF COMPANY'S MALT HOUSE HAD BEEN DEFINITELY DECIDED UPON
6. BERLIN CIGAR FACTORY	1904	MANUFACTURE-CIGARS ^a					CIGAR FACTORY ALREADY IN OPERATION
7. A. TALFORD	1905	BEET SUGAR FACTORY ^a					NO INDUCEMENTS UNLESS DEFINITE PROPOSITION MADE
8. MR. CREIGHTON OF LETHBRIDGE	1905	IRON FOUNDRY	X ^b				NONE UNTIL COUNCIL ADOPTS A DEFINITE POLICY IN REGARD TO THESE MATTERS
9. MR. SHORT	1905	FLOUR MILLING		X	X	X REQUEST CITY TO LAY WATER MAINS TO SITE	CITY HAS PASSED STAGE WHEN IT IS NECESSARY TO OFFER A BONUS TO SUCH ENTERPRISES. REQUEST ON WATER MAINS GRANTED.
10. G. SMITH--EASTERN CAPITALIST	1906	IRON FOUNDRY ^a					NONE UNTIL DEFINITE PROPOSITION IS MADE
11. EDMONTON PRODUCE CO.	1907	SALE PRODUCE			X (20 YEARS)		BY-LAW GRANTING PRIVILEGES DEFEATED
12. EDMONTON STONE CRUSHING CO.	1908	STONE CRUSHING				X WATER	NONE, UNLESS COMPANY TAKES SUFFICIENT WATER TO COVER EXPENSES
13. GREAT NORTHERN TANNERY	1911	TANNERY				X WATER	TANNERY ALREADY IN CITY OPERATING FOR EIGHT YEARS
14. N. J. MACDONALD WIRE & NAIL WORKS	1911	MANUFACTURE-WIRE & NAILS				X WATER & SEWER	WATER & SEWER NOT TO BE EXTENDED OUTSIDE CITY LIMITS
15. CYRUS S. EATON OF CLEVELAND, U.S.A.	1911	MANUFACTURE-ARTIFICIAL GAS					BY-LAW NO. 340 TO GIVE ASSENT DEFEATED
16. EDMONTON LEATHER & SHOE CO.	1912	MANUFACTURE-LEATHER GOODS				X WATER, SEWER & LIGHT	WATER & SEWER NOT TO BE EXTENDED OUTSIDE CITY LIMITS
17. J. W. WEBSTER	1912	MANUFACTURE-WOOLLEN GOODS				X WATER, SEWER & LIGHT	AS IMMEDIATELY ABOVE
18. UNIVERSAL GAS, CO. LTD.	1912	MANUFACTURE-ARTIFICIAL GAS					BY-LAW TO GIVE ASSENT DEFEATED AT POLL
TOTAL			2	4	4	7	

^a INDUCEMENTS NOT SPECIFIED^b REASONABLE DISTANCE FROM RAILWAY

SOURCES 1. MINUTES OF COUNCIL MEETINGS 1892 TO 1914

2. INDUSTRIAL COMMITTEE REPORTS UP TO 1914

APPENDIX III - MANUFACTURERS' APPLICATIONS FOR CITY'S GRANT OF INDUCEMENTS--AGREEMENTS BETWEEN CITY & MANUFACTURER OR COMPANY 1892-1914										
MANUFACTURER OR AGENT	YEAR	NATURE OF INDUSTRY	LOCATION	CASH		FREE SITE	SITE LEASED (NOMINAL RENTAL)	SITE BOUGHT (TERMS)	CITY UTILITY TAX EXEMPTION	CITY'S APPROVAL--CO.'S ACCEPTANCE--AGREEMENT
				BONUS	SITE					
DRINK CO.	1898	FLOUR MILL & ELEVATOR	RIVER LOT 4, BLOCK 15, LOTS 1-7	X	X			X (20 YEARS)		X
DRINKING & TEMPERANCE W. J. WEBSTER	1899	FACTORY	RIVER LOT 14, BLOCK 5, LOTS 44-47		X			X (10 YEARS)	POWER, LIGHT, WATER AT COST	X
	1901	WOOLLEN MILLS								X
	1903	OIL DRILLING	(TO BORE FOR NATURAL GAS)							X
	1904	NORTH WEST GAS & OIL CO.	H. B. R., Block 2, LOTS 221, 224-234						FREE WATER, LIGHT 3 MO. WATER AT COST, 10 YEARS	X
ALBERTA MILLING CO. LTD.	1905	FLOUR MILLING & ELEVATOR	GLENORA, BLOCKS 22 & 23						X (20 YEARS) EXCEPT SPECIAL FRONTAGE	X
JOHN WALTER	1906	BREWERY	PARTS OF DONALD STREET (NOW 100A ST.)						& SCHOOL TAXES	X
EDMONTON BREWERY & MALTING CO.	1906	BREWERY							FREE WATER & LIGHT	X
P. O. DWYER (LATER J. Y. GRIFFIN CO. NOW CANADIAN SWIFT COMPANY)	1906	PACKING & CANNING PLANT	N. W. 14-53-24 W. 4TH M. MOUNT LAWN SUBDIVISION (REQUEST SPUR TRACK)						FREE WATER & LIGHT 5 YEARS	X
EDMONTON IRON WORKS LTD.	1911	NEW PACKING PLANT	RIVER LOT 14, BLOCK 13, LOTS 18, 21-26, PART LOT 7					X (\$11,750)	FREE WATER & LIGHT 5 YEARS	X
	1913	FOUNDRY & MACHINE SHOP	RIVER LOT 14, BLOCK 13				X			X
	1917	FOUNDRY & MACHINE SHOP	RIVER LOT 14, BLOCK 13							X
F. SIEGNER (DURHAM, ONTARIO)	1917	CREAM SEPARATOR FACTORY								X
E. DOBBS (HESPELER, ONTARIO)	1917	BINDER-TWINE & GRAIN SACK FACTORY								X
EDMONTON TENT & MATTRESS CO.	1917	TENT & MATTRESS FACTORY								X
C. S. EATON & M. SPRINGER (CLEVELAND, OHIO)	1917	MANUFACTURE OF ARTIFICIAL GAS	RIVER LOT 12, BLOCK 14, LOTS 13 & 14 (SOUTH OF RAILWAY TRACK)							X
MR. HARDY	1917	SOAP FACTORY								X
J. J. MACLAUGHLIN	1917	MACHINERY & PLANT								X
QUAKER OATS CO.	1917	FACTORY--MANUFACTURE QUAKER OATS								X
AMERICAN CANADIAN OIL CO.	1918	LAYING OF PIPES FOR CONVEYING NATURAL GAS ON STREETS								X
TAYLOR & ROSS	1918	OIL DRILLING	(TO BORE FOR NATURAL GAS ON EXHIBITION GROUNDS, & ON RIVER LOT 4)							X
TWIN CITY MANUFACTURING CO. LTD. (FIFE & VEALE)	1918	MANUFACTURE-BOXES, TUBS, ETC.	RIVER LOT 12, BLOCK 14, LOTS 20-24 SOUTH OF G. T. P. R. TRACKS				X			X
LATTA & LYONS	1919	FACTORY	RIVER LOT 12, BLOCK 14, LOTS 5-7, 9-14, 16-19, 20-22				X			X
POWER & MINING CO.	1919	MANUFACTURE OF ARTIFICIAL GAS	RIVER LOT 10, BLOCKS 7 & 8 (S. OF G. T. P. R. TRACKS)							X
TRAUB MANUFACTURING	1919	MANUFACTURING	RIVER LOT 14, BLOCK 16, LOTS 1-3, PARTS OF 4 & 5					X		X
NORTHERN ALBERTA MACHINERY CO.	1919	MACHINE SHOP	RIVER LOT 10, BLOCK 7, LOTS 8 & 9, 22 & 23, AREA W. OF C. N. R. TRACKS							X
E. F. WAYMAN	1919	SOAP FACTORY	WEST OF KINNARD ST., SOUTH OF G. T. P. R. TRACKS				X			X
GREAT NORTHERN TANNERY CO.	1919	TANNERY	SANTA ROSA SUBDIVISION, BLOCK 23				X		FREE WATER & LIGHT - \$250 YEAR	X
ALBERTA LUMBER CO.	1919	LUMBER YARD	RIVER LOT 16, BLOCK 3, LOTS 1-4, 40				X			X
CUSHING BROS. LTD.	1919	MANUFACTURE-DOORS, WINDOWS, OFFICE FITTINGS	RIVER LOT 12, BLOCK 6 LOTS 24-31				X			X
JOHN MCFARLANE	1919	MANUFACTURE-"CLEANING MACHINE" COLD STORAGE							FREE WATER & LIGHT-\$250 YEAR	X
EDMONTON COLD STORAGE	1919	MANUFACTURE-CONFECTIONERY							FREE WATER & LIGHT-\$250 YEAR	X
WHITWORTH BISCUIT & CONFEC- TIONERY CO.	1919	PACKING PLANT	RIVER LOT 10, BLOCK 7, LOTS 8-10				X		FREE WATER & LIGHT-\$250 YEAR	X
P. O. BURNS LTD.	1919	MANUFACTURE-CLOTHES	RIVER LOT 10, BLOCK 7, PART LOT 22				X		FREE WATER & LIGHT-\$250 YEAR	X
GAINERS LTD.	1919	PACKING PLANT	CORNER 105TH AVE. & 98TH ST.				X		FREE WATER & LIGHT-\$250 YEAR	X
WESTERN VINEGAR CO. LTD.	1919	VINEGAR MANUFACTURE	PART RIVER LOT 22 NORTH OF RAT CREEK EAST OF C. N. R. TRACKS				X			X
WILLIAM LADLOW SYNDICATE	1919	MANUFACTURE-BRICKS	BEECHMOUNT BLOCKS 11 & 12				X	X (2 YEARS)	FREE WATER & LIGHT-\$250 YEAR	X
W. R. GIBSON & MCINTYRE	1919	BUILDING READY-MADE HOMES UTENSILS	RIVER LOT 22				X			X
ALSHIP BRICK & SUPPLY CO.	1919	MANUFACTURE-BRICKS	BEECHMOUNT, BLOCK 9, LOTS 1-10				X			X
CEMENT STORE & BRICK CO.	1919	BRICK MANUFACTURE					X			X
DICKSON STEEL BRIDGE CO. & EDMONTON LEATHER SHOW CO. & W. J. WEBSTER & MAGNET WHEAT FOOD CO. &	1919	BRIDGE CONSTRUCTION WOOLLEN MILLS MANUFACTURE-SHOES MANUFACTURE-CEREALS	(SPECIAL FRANCHISE TO MANUFACTURE ARTIFICIAL GAS FOR RAILWAY COACHES)				X		EXTENSION OF WATER, LIGHT AND SEWER TO THEIR SITES BEYOND CITY LIMITS. (TO PAY COST OF EXTENSION, COUNCIL'S [ACCEPTANCE OF A PERSONAL BOND.	X
PINTSCH COMPRESSING CO. OF NEW YORK	1919	MANUFACTURE-ARTIFICIAL GAS	97TH STREET PART RIVER LOT 22							X
STUCCO ORNAMENTAL CO. LTD. (R. F. KLEIN)	1919	MANUFACTURE-PLASTER ORNAMENTS	RIVER LOT 22, BLOCK A. N. W. OF C. N. R.				X			X
CAPITAL CITY BOX CO. LTD.	1919	MANUFACTURE-WOODEN BOXES, ETC.	RIGHT-OF-WAY & S. OF RAT CREEK					X		X
EDMONTON IRON FENCE & WIRE WORKS (JOHN NIKIFORUK)	1919	MANUFACTURE-WIRE GOODS, FOUNDRY STRUCTURAL & IRON GOODS	RIVER LOT 22, BLOCK 8 (1/2 ACRE ALONG C. N. R. TRACKS & SHAND AVE.)					X		X
EDMONTON INDUSTRIAL ASSN.	1919	VIKING AREA								X
J. H. LAVALLEE	1919	MANUFACTURE-ASPHALT MASTIC FOR WATERPROOFING, FLOORING, ETC.	BETWEEN 128TH & 129TH STS. & 107TH AVE. & THE C. N. R. TRACKS					X (2 YEARS)		X
WESTERN FOUNDRY & MACHINE CO.	1919	FOUNDRY WORKS	153RD STREET, NEAR G. T. P. R. TRACKS							X
TOTAL				2	2	19	6	7		55

a - SAME CITY UTILITY CONCESSIONS GIVEN TO ALL THESE FIRMS

SOURCES: MINUTES OF COUNCIL, 1892 TO 1914
SIGNED AGREEMENTS BETWEEN CITY OF EDMONTON & MANUFACTURING COMPANIES
INDUSTRIAL COMMITTEE REPORTS TO 1914
BY: LAWS OF THE CITY OF EDMONTON

APPENDIX IV

EDMONTON'S DEVELOPMENT - COMPARATIVE DATA, 1892 - 1966

YEAR	NET ASSESSMENT (\$ MILLION)	TOTAL TAXES LEVIED (\$ MILLION)	DEBITS TO INDIVIDUAL ACCOUNTS (\$ MILLION)	BUILDING PERMITS AMOUNT (\$ MILLION)	NO.	TOTAL POPULATION '000)
1892	0.7	0.0				
1893	1.0	0.0				
1894	1.0	0.0				1.6
1895	1.1	0.0				
1896	0.9	0.0				
1897	0.8	0.0				
1898	1.0	0.0				
1899	1.2	0.0				2.2
1900	1.2	0.0				3.0
1901	1.4	0.0				4.2
1902	1.7	0.0				
1903	3.2	0.1				7.0
1904	4.0	0.1				
1905	6.6	0.1		0.7	345	
1906	17.0	0.2		1.9	932	14.1
1907	22.0	0.3		2.3	910	
1908	22.5	0.4		2.5	689	
1909	25.6	0.5		2.1	880	27.0
1910	30.1	0.6		2.2	1,053	
1911	46.5	0.7		3.7	1,757	31.1
1912	123.5	1.5		14.4	3,664	53.6
1913	188.5	3.5		9.4	3,216	67.2
1914	191.2	3.8		4.9	1,678	72.5
TOTAL	692.7	11.8		44.1	15,224	
1915	171.4	3.4		0.3	247	59.3
1916	132.5	3.3		0.2	109	53.8
1917	100.9	3.2		0.3	114	51.0
1918	92.4	3.7		0.4	126	53.0
1919	79.7	3.7		0.9	307	60.0
1920	79.2	4.5		3.2	371	63.0
1921	80.2	4.1		1.4	679	58.6
1922	62.9	3.4		2.3	751	60.0
1923	61.9	3.3		1.5	643	60.0
1924	61.1	3.3	343.5	2.3	534	63.2
1925	59.8	3.6	368.3	1.5	590	65.4
1926	58.8	3.5	398.0	1.9	747	66.4
1927	59.2	3.6	437.4	2.6	772	67.1
1928	59.7	3.7	546.8	3.4	909	69.7
1929	63.2	3.9	603.9	5.7	1,339	74.3
1930	65.7	4.1	570.3	4.3	1,166	77.6
1931	66.5	4.3	489.8	1.4	914	78.1
1932	66.1	4.1	393.4	1.1	789	78.4
1933	65.8	4.1	366.4	0.4	581	79.2
1934	56.5	4.4	382.7	0.5	566	79.8
1935	54.6	3.7	400.4	0.7	651	81.6
1936	54.1	3.8	387.4	0.9	742	85.5
1937	53.9	3.7	418.0	0.9	908	87.0
1938	53.4	3.7	430.3	2.8	1,204	88.9
1939	53.8	3.6	470.3	1.7	1,244	90.4
1940	54.7	3.6	553.3	2.6	1,442	91.7
1941	56.2	3.7	620.6	3.4	1,937	93.9
1942	57.7	3.7	725.0	3.4	1,808	96.7
1943	59.1	3.7	988.2	6.7	2,654	105.5
1944	69.9	4.2	1,060.2	5.8	2,549	108.4
1945	73.6	4.4	1,165.9	8.0	3,361	111.1
TOTAL	2,378.5	117.0	12,130.0	72.5	30,754	
1946	77.2	4.7	1,213.2	15.0	3,661	115.0
1947	83.4	5.0	1,313.1	13.2	2,805	118.5
1948	90.0	5.4	1,568.3	27.1	4,079	126.6
1949	100.4	6.0	1,893.3	40.1	5,792	137.5
1950	120.4	7.4	2,371.4	46.6	5,785	148.9 ¹
1951	134.4	9.3	2,459.2	36.4	5,343	158.9
1952	179.3	11.6	2,966.4	37.1	5,967	169.2
1953	180.7	12.2	3,514.6	55.0	7,085	183.4
1954	198.9	13.6	3,610.0	68.3	7,700	197.8
1955	233.1	14.8	4,051.8	58.7	7,437	209.4
1956	255.2	17.0	4,728.8	69.4	7,962	223.6
1957	272.5	19.4	4,876.2	64.3	7,529	238.4
1958	293.2	22.2	5,149.3	72.5	8,173	252.1
1959	313.1	24.9	5,824.0	70.9	6,836	260.7
1960	331.1	24.9	5,976.0	56.2	5,925	269.3
1961	341.4	29.5	6,672.4	68.7	7,407	276.0
1962	544.0	33.2	7,551.0	90.3	8,068	295.0
1963	568.4	34.9	9,311.6	75.8	7,581	303.8
1964	589.6	36.2	105,417.1	100.9	7,527	357.7
1965	646.1	41.0	119,375.0	125.3	7,951	371.3
1966	680.7	42.9	130,469.1	135.6	7,490	381.2
TOTAL	6,233.1	418.4	431,311.8	1,327.4	138,103	
GRAND TOTAL	9,304.3	547.2	443,441.8	1,444.0	184,081	

SOURCES: 1. CITY OF EDMONTON, FINANCIAL STATEMENTS & RECORDS
2. CANADIAN BANKERS' ASSOCIATION, TORONTO

APPENDIX V POWER HOUSE - DEBENTURES 1902-1914

By Law No.	Date of Issue	Amount \$ 000
<u>City of Edmonton</u>		
221	Nov. 15, 1904	30.0
258	July 1, 1904	50.0
276	Aug. 8, 1904	15.0
25	Oct. 1, 1906	15.0
102	Oct. 1, 1907	120.0
101	Oct. 1, 1907	26.0
141	Oct. 1, 1907	26.0
166	April 1, 1908	17.0
171	April 1, 1908	13.0
199	June 1, 1909	175.0
200	June 1, 1909	113.0
203	June 1, 1909	4.0
265	July 1, 1910	166.0
329	July 1, 1911	23.5
330	July 1, 1911	249.7
326	July 1, 1911	7.3
371	April 1, 1912	210.2
<u>Former Town of Strathcona</u>		
56	May 15, 1902	9.0
121	June p, 1906	49.0
144	Dec. 15, 1906	35.0
<u>Former City of Strathcona</u>		
392	July 1, 1911	75.0
264	July 1, 1910	3.5
367	April 1, 1912	29.7
<u>City of Edmonton</u>		
466	April 1, 1913	484.7
475	April 1, 1913	86.1
381	April 1, 1912	40.0
TOTAL		2,072.7
	Less redeemed	25.0
		<u>2,047.7</u>

Sources: City of Edmonton, Financial Statements
and Auditor's Report, December 1914.

APPENDIX VI ELECTRIC LIGHT & POWER - DEBENTURES 1904-1914

By Law No.	Date of Issue	Amount \$ 000
<u>Former Town of Edmonton</u>		
236	Nov. 15, 1904	25.0
<u>City of Edmonton</u>		
166	April 1, 1908	43.0
203	June 1, 1909	7.0
206	June 1, 1909	47.0
257	July 1, 1910	30.0
325	July 1, 1911	28.0
<u>Former Town of Strathcona</u>		
108	Sept. 1, 1904	20.0
<u>Former City of Strathcona</u>		
254	June 2, 1908	19.2
304	July 13, 1909	15.5
353	Aug. 2, 1910	10.0
394	July 1, 1911	21.5
<u>City of Edmonton</u>		
378	April 1, 1912	62.8
479	April 1, 1913	0.5
480	April 1, 1913	453.1
551	July 1, 1914	<u>97.0</u>
TOTAL		879.6
	Less redeemed	<u>17.4</u>
		862.2

Sources: City of Edmonton, Financial Statements and
Auditor's Report, December 1914.

APPENDIX VII ELECTRIC LIGHT AND POWER - EXPENDITURE
AND REVENUE 1902-1966

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1902	27.2	31.0	3.1	
1903	24.6		2.1	
1904	30.0	34.1	4.1	
1905	36.9	46.0	9.0	
1906	107.7	126.8	19.1	
1907	69.0	88.0	19.0	
1908	85.5	90.3	4.8	
1909	135.7	115.4		20.3
1910	144.1	155.0	10.9	
1911	185.0	209.9	24.9	
1912	266.8	362.5	85.7	
1913	613.0	690.6	77.6	
1914	554.4	609.6	55.2	
TOTAL	2,279.9	2,549.2	315.5	20.3
1915	431.9	467.7	35.8	
1916	429.3	494.0	64.7	
1917	431.7	520.3	88.6	
1918	451.3	538.7	87.4	
1919	522.4	640.7	118.4	
1920	571.7	611.5	39.7	
1921	594.8	708.7	113.9	
1922	608.2	726.8	118.6	
1923	635.7	714.3	78.6	
1924	657.1	783.1	126.0	
1925	693.6	799.2	105.6	
1926	726.0	849.2	123.2	
1927	772.4	893.1	120.7	
1928	848.7	974.7	126.0	
1929	802.5	929.0	126.5	
1930	851.2	984.0	132.7	
TOTAL	10,028.5	11,635.0	1,606.4	

APPENDIX VII - CONTINUED

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1931	805.6	945.7	141.1	
1932	789.5	968.9	179.5	
1933	745.1	939.3	194.2	
1934	758.0	978.4	220.4	
1935	764.2	1,008.3	244.1	
1936	799.0	1,057.9	259.0	
1937	860.4	1,124.1	125.4	
1938	891.3	1,183.6	151.0	
1939	980.8	1,267.1	143.8	
1940	1,076.8	1,355.0	132.2	
1941	1,167.1	1,448.9	131.1	
1942	1,275.1	1,530.2	100.4	
1943	1,623.1	1,795.8	7.7	
1944	1,760.0	1,986.2	20.0	
1945	1,808.6	2,070.6	51.6	
TOTAL	16,104.6	19,660.0	2,101.5	
1946	1,763.1	2,011.1	40.6	
1947	1,839.5	2,086.5	44.8	
1948	2,064.9	2,339.5	56.5	
1949	2,348.2	2,654.0	50.9	
1950	2,591.7	3,039.1	55.5	
1951	3,078.3	3,510.3	50.0	
1952	3,600.8	3,994.1	9.2	
1953	4,077.4	4,437.8	62.8	
1954	4,460.8	5,166.2	48.8	
1955	5,438.2	5,902.5	49.1	
1956	6,174.3	6,738.5	48.1	
1957	6,332.0	7,462.5	568.4	
1958	6,466.7	8,491.1	2,024.5	
1959	7,387.5	9,547.2	2,159.6	
1960	8,144.3	10,290.1	2,145.8	
1961	8,653.2	10,994.9	2,341.7	
1962	9,331.0	11,790.7	2,459.9	
1963	10,119.3	12,552.6	2,433.3	
1964	10,897.0	13,217.4	2,320.4	
1965	12,159.3	14,499.8	2,340.5	
1966	12,636.3	15,545.5	2,909.1	
TOTAL	165,563.8	156,271.4	22,210.5	

Sources: City of Edmonton Financial Statements and Auditor's Reports.

APPENDIX VIII

WATER DISTRIBUTION - DEBENTURES

By Law No.	Date of Issue	Amount \$ 000
<u>Former Town of Edmonton</u>		
220	June 28, 1902	80.0
254	Nov. 26, 1903	30.0
<u>City of Edmonton</u>		
81	Oct. 1, 1906	58.3
141	Oct. 1, 1907	91.0
171	April 1, 1908	187.0
197	June 1, 1909	122.0
203	June 1, 1909	12.0
273	July 1, 1910	155.0
315	July 1, 1911	2.7
343	July 1, 1911	134.8
368	April 1, 1912	9.7
389	April 1, 1912	264.7
<u>Former Town of Strathcona</u>		
121	June 1, 1906	39.0
<u>Former City of Strathcona</u>		
227	Nov. 5, 1907	19.0
254	June 1, 1908	15.4
310	July 13, 1909	24.9
351	Aug. 2, 1910	16.0
352	Aug. 2, 1910	9.0
393	July 1, 1911	37.0
<u>City of Edmonton</u>		
461	April 1, 1913	4.4
464	April 1, 1913	7.2
471	April 1, 1913	3.3
479	April 1, 1913	1.5
518	Aug. 1, 1913	519.8
TOTAL		1,843.8
	Less redeemed	6.0
		<u>1,837.8</u>

Sources: City of Edmonton, Financial Statements and Auditor's Report, December 1914.

APPENDIX IX WATER WORKS SYSTEM - EXPENDITURE
AND REVENUE 1902-1966

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1902		16.1		
1903 (6 months)	3.1	2.1		1.0
1904	12.7	13.1	0.4	
1905	27.9	23.4		1.8
1906	42.5	37.5		0.6
1907 (11 months)	42.1	55.4	11.0	
1908	55.8	49.6		6.2
1909	84.3	59.7		24.6
1910	85.7	76.2		9.5
1911	136.6	117.8		18.5
1912	220.3	217.3		3.1
1913	339.0	328.6		10.4
1914 (14 months)	318.7	362.5	43.9	
TOTAL	<u>1,368.7</u>	<u>1,359.3</u>	<u>55.3</u>	<u>95.7</u>
1915	348.8	343.1		5.7
1916	345.9	370.3	24.4	
1917	330.1	368.9	38.2	
1918	336.3	376.8	40.6	
1919	352.9	401.8	48.5	
1920	418.1	429.1	11.0	
1921	420.6	463.1	42.5	
1922	455.8	502.6	46.8	
1923	442.5	497.0	54.5	
1924	467.6	532.6	65.0	
1925	478.0	534.6	56.6	
1926	475.3	549.2	73.9	
1927	489.6	556.0	66.3	
1928	509.4	587.0	77.5	
1929	558.7	639.1	78.1	
1930	590.5	673.8	83.3	
TOTAL	<u>7,020.1</u>	<u>7,825.0</u>	<u>77.2</u>	<u>5.7</u>

APPENDIX IX - CONTINUED

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1931	554.2	644.0	89.7	
1932	527.2	638.5	115.9	
1933	534.8	650.7	111.3	
1934	534.4	648.9	113.7	
1935	536.2	650.9	114.8	
1936	563.9	693.3	129.4	
1937	583.4	712.8	12.8	
1938	583.0	712.5	12.9	
1939	617.2	737.2	4.9	
1940	620.0	750.8	16.0	
1941	716.4	861.8	25.0	
1942	742.0	888.8	25.1	
1943	774.6	946.1	50.0	
1944	818.8	1,013.3	36.9	
1945	870.9	1,061.0	30.1	
TOTAL	9,577.0	11,610.6	888.5	
1946	905.7	1,097.1	29.6	
1947	953.6	1,145.5	27.7	
1948	1,063.8	1,249.7	16.5	
1949	1,204.1	1,381.6	1.5	
1950	1,315.8	1,497.6		49.3
1951	1,419.6	1,569.8		49.2
1952	1,946.4	2,187.0		
1953	2,043.3	2,372.6	79.4	
1954	2,198.5	2,587.7	127.4	
1955	2,510.0	2,924.9	148.8	
1956	2,742.8	3,237.5	154.3	
1957	1,578.5	3,505.5	1,057.9	
1958	1,659.8	3,905.0	1,273.2	
1959	1,723.8	4,112.5	1,348.5	
1960	1,809.5	4,344.1	1,457.7	
1961	1,826.8	4,722.8	1,740.5	
1962	1,866.7	4,708.1	1,702.9	
1963	2,031.6	5,245.4	2,027.2	
1964	2,233.8	5,465.0	1,980.9	
1965	2,613.8	5,838.1	1,923.8	
1966	2,665.3	6,065.8	2,184.8	
TOTAL	38,304.2	69,163.3	15,097.8	98.5

Source: City of Edmonton, Financial Statements and Reports.

APPENDIX X TELEPHONE SYSTEM - DEBENTURES 1904-1914

By Law No.	Date of Issue	Amount \$000
4	Dec. 28, 1904	27.0
65	Oct. 1, 1906	65.0
165	Apr. 1, 1908	40.0
203	June 1, 1909	2.0
204	June 1, 1909	154.0
256	July 1, 1910	52.0
317	July 1, 1911	104.0
373	Apr. 1, 1912	15.1
374	Apr. 1, 1912	34.1
375	Apr. 1, 1912	273.0
430	Jan. 1, 1913	21.9
467	Apr. 1, 1913	843.3
469	Apr. 1, 1913	168.4
479	Apr. 1, 1913	0.5
405	Dec. 1, 1913	50.1
550	July 1, 1914	<u>61.3</u>
TOTAL		1,916.7
	Less redeemed	<u>5.7</u>
		1,911.0

Sources: City of Edmonton, Financial Statements and Auditor's Report, December 1914.

APPENDIX XI TELEPHONE SYSTEM - EXPENDITURE
AND REVENUE 1904-1966

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1904				
1905	10.6	14.7	4.2	
1906	18.5	26.0	3.3	
1907	26.2	22.4		3.8
1908	25.4	29.6	4.2	
1909	32.9	39.6	6.7	
1910	52.3	52.3	3.9	
1911	71.7	71.7	9.7	
1912	96.8	101.1		2.6
1913	273.7	207.2		47.3
1914	<u>285.0</u>	<u>247.1</u>		<u>39.9</u>
TOTAL	870.6	811.7	32.0	67.6
1915	231.1	268.3		37.2
1916	233.2	223.6	9.6	
1917	237.1	257.0	19.9	
1918	256.2	286.3	30.1	
1919	285.4	333.1	47.7	
1920	332.6	392.9	60.3	
1921	349.9	429.5	79.6	
1922	367.5	464.3	96.8	
1923	367.0	470.7	103.7	
1924	361.9	484.8	122.9	
1925	356.3	477.3	121.0	
1926	366.0	480.9	114.8	
1927	363.2	483.5	120.3	
1928	388.8	508.0	119.1	
1929	418.9	539.2	120.3	
1930	<u>421.1</u>	<u>541.4</u>	<u>120.4</u>	
TOTAL	5,336.2	6,640.8	1,286.5	37.2

APPENDIX XI - CONTINUED

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1931	417.4	542.4	125.1	
1932	402.3	548.0	145.8	
1933	366.4	517.2	150.8	
1934	338.6	523.6	185.1	
1935	354.8	544.8	190.0	
1936	359.3	562.5	203.2	
1937	300.7	588.6	170.6	
1938	324.1	617.5	174.6	
1939	363.1	650.3	170.0	
1940	390.4	678.8	170.5	
1941	545.1	716.1	171.0	
1942	601.8	758.3	156.5	
1943	661.4	834.0	172.6	
1944	740.3	872.7	132.4	
1945	761.0	892.9	131.9	
TOTAL	<u>6,926.7</u>	<u>9,847.7</u>	<u>2,450.1</u>	
1946	809.0	949.0	140.0	
1947	839.7	992.9	153.2	
1948	897.9	1,076.8	179.0	
1949	1,042.3	1,219.1	176.8	
1950	1,236.2	1,410.5	174.3	
1951	1,550.8	1,653.7	102.9	
1952	1,872.1	2,284.7	412.6	
1953	2,162.3	2,727.8	565.5	
1954	2,396.6	3,026.9	630.3	
1955	2,741.8	3,361.6	619.8	
1956	3,240.7	3,775.7	535.0	
1957	3,767.5	4,419.6	843.2	
1958	3,971.1	5,030.9	1,059.8	
1959	4,624.9	5,603.6	978.7	
1960	5,021.1	6,643.2	1,622.2	
1961	5,925.1	7,776.1	1,851.0	
1962	6,456.1	8,308.7	1,852.6	
1963	7,111.1	9,152.4	2,041.3	
1964	7,668.1	9,939.4	2,271.3	
1965	8,307.6	10,756.3	2,448.7	
1966	9,507.9	11,905.7	2,397.8	
TOTAL	<u>80,958.9</u>	<u>102,005.6</u>	<u>21,056.0</u>	

Source: The City of Edmonton, Financial Statements and Reports.

APPENDIX XII STREET RAILWAY - DEBENTURES 1909-1914

By Law No. City of Edmonton	Date of Issue	Amount \$000
89	Jan. 1, 1907	71.0
90	Jan. 1, 1907	49.0
164	Apr. 1, 1908	30.0
185	Oct. 1, 1908	135.0
203	June 1, 1909	1.0
205	June 1, 1909	210.0
230	Dec. 1, 1909	22.0
260	July 1, 1910	260.5
259	July 1, 1910	60.0
244	July 1, 1910	92.0
329	July 1, 1911	26.5
381	Apr. 1, 1912	562.0
427	Jan. 1, 1913	50.1
475	Apr. 1, 1913	<u>1,457.1</u>
TOTAL		3,026.2
	Less redeemed	<u>21.8</u>
		3,004.4

Sources: City of Edmonton, Financial Statements and Auditor's Report, December 1914.

APPENDIX XIII STREET RAILWAY AND TRANSIT SYSTEMS -
EXPENDITURE AND REVENUE 1909-1966

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
# 1909	89.9	80.4		9.5
1910	176.6	147.3		37.3
1911	285.0	250.5		47.9
1912	468.8	436.2		46.6
1913	936.1	744.0		144.8
1914	868.8	643.2		146.3
TOTAL	<u>2,825.2</u>	<u>2,301.6</u>		<u>432.4</u>
1915	656.0	520.3		135.7
1916	644.3	524.7		119.6
1917	651.5	487.8		163.7
1918	650.9	507.2		143.7
1919	742.4	682.7		59.7
1920	945.8	745.6		200.2
1921	842.2	793.7		48.5
1922	805.3	799.9		5.5
1923	776.6	743.8		32.8
1924	778.8	743.0		35.8
1925	801.8	755.0		46.8
1926	781.8	748.4		33.3
1927	807.8	776.1		31.6
1928	799.1	801.2	2.2	
1929	838.3	848.7	10.4	
1930	816.2	817.2	1.1	
TOTAL	<u>12,338.8</u>	<u>10,827.3</u>	<u>13.7</u>	<u>1,056.9</u>

Street Railway System 1909 to 1945.

APPENDIX XIII - CONTINUED

Year	Total Expenditure \$000	Total Revenue \$000	Profit \$000	Deficit \$000
1931	767.9	736.6		31.2
1932	728.7	729.7	1.0	
1933	669.6	677.7	8.0	
1934	598.1	621.9	23.8	
1935	630.4	662.4	32.0	
1936	664.7	682.6	17.9	
1937	668.2	690.5		30.5
1938	111.0	698.5		65.7
1939	731.1	737.8		47.8
1940	785.0	782.1		58.9
1941	847.7	841.9		64.9
1942	992.9	1,044.5		17.6
1943	1,407.0	1,529.6	29.9	
1944	1,429.5	1,574.2	48.2	
1945	1,556.2	1,664.1	6.9	
TOTAL	13,188.0	13,674.1	167.7	316.6
*1946	1,692.3	1,794.2		5.6
1947	1,955.7	1,915.5		153.7
1948	2,423.7	2,231.0		192.7
1949	2,551.1	2,545.4		5.8
1950	2,526.0	2,653.8		22.7
1951	2,784.6	2,691.7		247.7
1952	2,894.8	2,922.0		145.1
1953	2,942.8	3,193.5	64.8	
1954	3,005.7	3,276.8	80.8	
1955	3,047.3	3,188.9		41.8
1956	3,180.1	3,185.8		179.1
1957	3,294.5	3,255.0		228.2
1958	3,027.1	3,757.1		37.2
1959	3,151.2	3,700.9		99.0
1960	3,126.8	3,487.0		233.1
1961	3,396.4	3,397.0		508.4
1962	3,714.3	3,825.7		320.7
1963	3,841.6	3,841.1		0.5
1964	4,086.7	3,985.0		101.8
1965	4,532.6	4,421.9		110.6
1966	4,945.5	4,777.9		167.5
TOTAL	66,120.8	68,047.2	145.6	2,801.2

*Transit System (bus) 1946 to 1966.

Source: City of Edmonton, Financial Statement and Reports.

APPENDIX XIV

EXTENSIONS OF THE TOWN AND CITY OF EDMONTON
1892 - 1914

AREA ANNEXED	APPROX. ACRES	AREA SQ. MI.	AUTHORIZING BODY - DATE	DATE OF ANNEX- ATION
<u>EDMONTON</u> INCORP. OF TOWN	2,162.0	3.38	ORDINANCES OF N. W. T. 1892	JAN. 9, 1892
<u>STRATHCONA</u> INCORP. OF TOWN	998.4	1.56	ORDINANCES OF N. W. T. 1899	APR. 29, 1899
<u>EDMONTON</u> INCORP. OF CITY	2,425.6	3.79	EDMONTON CITY CHARTER-ORDI- NANCES OF N. W. T. 1904	NOV. 8, 1904
<u>STRATHCONA</u> INCORP. OF CITY	3,827.2	5.98	STRATHCONA CITY CHARTER-ORDI- NANCES STATUTES OF ALBERTA, 1907	MAR. 15, 1907
<u>EDMONTON & STRATHCONA</u> AMALGAMATION & ANNEX- ATION TO CITY OF EDMON- TON (R. L. 28, 30, 32 & 34, EDMONTON SETTLEMENT) ^a	640.0	1.00	EDMONTON CITY COUNCIL - SEPT. 8, 1911	DEC. 20, 1911
<u>EDMONTON ANNEXATION</u> (N. EDMONTON VILLAGE & W. EDMONTON VILLAGE) ^a	4,800.0	7.50	EDMONTON CITY COUNCIL, APR. 2, 1912	JULY 22, 1912
<u>N. & S. EDMONTON</u>				
i VICTORIA PLACE &) CITY PARK ANNEX) SUBDIVISIONS ^a)			CITY COUNCIL, CITY) OF EDMONTON, JAN.) 23, 1912)	JULY 22, 1912
ii E. 1/2 SEC. 19, SEC. 20,) SEC. 21, W. 1/2 SEC. 22) & N. E. 1/4 SEC. 22, ALL) IN TP. 53, R. 24, W. 4TH) M. (ELM PARK, CITY) VIEW & OTHERS) ^a)			CITY COUNCIL, CITY) OF EDMONTON, APR.) 16, 1912)	JULY 22, 1912
iii N. E. 1/4 SEC. 14, TP. 53,) AND PART OF E. 1/2) SEC. 23, TP. 53 S. OF) FORT SASK. TRAIL, R.) 24, W. 4TH M. (INDUS-) TRIAL HEIGHTS & KEN-) NE DALE SUBDIVISIONS) ^a)	1,017.6	1.59	CITY COUNCIL, CITY) OF EDMONTON, APR.) 16, 1912)	JULY 22, 1912
iv N. E. 1/4 SEC. 16, N. 1/2) SEC. 17, N. 1/2 SEC. 19,) ALL IN TP. 52, R. 24, N.) 4TH M. & N. 1/2 SEC. 18,) & S. 1/2 SEC. 24, BOTH IN) TP. 53, R. 25 (ALLENDAL,) CORONET, DUGGAN &) SPEEDWAY SUBDIVISIONS) ^a)	640.0	1.00	CITY COUNCIL, CITY) OF EDMONTON, APR.) 16, 1912)	JAN. 19, 1914
v SEC. 13 & 14 OF TP. 52,) R. 25, W. 4TH M. ^a) PORTION SEC. 23 IN ABOVE) TP. & R., S. & E. OF SASK.) RIVER, THEN NOT INCL.) IN CITY LIMITS OF EDM.) SEC. 16, 17, 18 & S. 1/2 SEC.) 19 IN TP. 52, R. 24, W. 4TH M.)	9,651.2	15.08	CITY COUNCIL, CITY) OF EDMONTON,) JULY 22, 1912)	MAR. 25, 1913
vi AREA ADJOINING CITY E. OF MILL CREEK			CITY COUNCIL,) CITY OF EDMONTON,) OCTOBER 29, 1912)	MAR. 25, 1913
vii PORTION OF N. & S. EDMONTON ANNEXED IN ORDER TO STRAIGHTEN CITY BOUNDARIES			CITY COUNCIL,) CITY OF EDMONTON,) NOVEMBER 19, 1912)	MAR. 25, 1913
TOTAL	26,162.0	40.88		

a ANNEXATIONS RESULTING FROM PETITIONS TO COUNCIL BY RESIDENTS

SOURCES: COUNCIL MINUTES
RECORDS OF CITY PLANNING DEPARTMENT

APPENDIX XV

PARKLANDS PURCHASED AND/OR IMPROVED BY TOWN AND CITY OF EDMONTON
1893 -- 1914

DESCRIPTION	AUTHORIZING BY- LAW NO.	YEAR OF ACQUISITION	PRICE \$	AREA IN ACRES
<u>HUDSON BAY RESERVE</u> <u>SQUARE BLOCK</u>	N. A.	1893		25
<u>RIVER LOT 12/14</u> <u>BLOCKS 1, 2 & 3</u>	N. A.	1899	375. 00	10
<u>BLOCK B, LOTS 1-10</u>		1902)		
LOTS 26, 28-32		1907)	1, 505. 00	a
LOTS A, B, C, D		1911	508. 00	6
LOT E OF B2		1911	532. 00	3
<u>BLOCK 12, LOTS 1-6</u>		1911	NO COST	1
			(EXCHANGED)	
<u>BLOCK A, LOTS 1-9</u>		1912)		
		1914)	9, 912. 00	2 b
<u>RIVER LOT 16/18</u> <u>BLOCKS 27 & 28</u>	N. A.	1899	350. 00	6
<u>RIVER LOT 10</u> (EXTENSIONS OF LOTS C TO I TO RIVER)	N. A.	1899	115. 00	3
<u>AREA S. OF BLOCK B</u>		1900	100. 00	1
<u>RIVER LOT 24/26</u> <u>EAST END PARK &</u> <u>EXHIBITION GROUNDS</u>		1906	30, 812. 00	150
<u>IMPROVEMENT E. E. PARK</u>	248	1910	75, 000. 00	
<u>IMPROVEMENT E. E. PARK</u>	280	1910	75, 000. 00	
<u>POWER PLANT SITE</u>		1912	830. 00	3
<u>WESTMOUNT PARK</u>	63	1906	18, 900. 00	100
<u>EXHIBITION GROUNDS</u> <u>ATHLETIC PARK</u>	86	1906	60, 000. 00	40
<u>FURTHER IMPROVEMENT</u>	300	1911	175, 000. 00	
<u>FURTHER IMPROVEMENT</u>	366	1912	175, 000. 00	
<u>FURTHER IMPROVEMENT</u>	554	1914	78, 840. 00	
<u>LAURIER PARK</u>	101	1907	25, 625. 00	205
<u>SOUTH SIDE PARK</u>		1910	11, 415. 00	23
<u>RIVER LOT 14</u> <u>BLOCK 12</u>	312	1911	36, 000. 00	3
<u>EXTENSION POWER HOUSE SITE</u>	326	1911	7, 500. 00	3
<u>HUDSON BAY RESERVE</u> <u>BLOCK 14, LOTS 99-103, 124-128</u> (GYRO PARK)	393	1912	26, 280. 00	2
<u>RIVER LOT 6</u> <u>LAND BETWEEN VICTORIA AVE.</u> <u>& FIRST ST.</u>	406	1912	60, 347. 00	N. A.
<u>GLENORA</u> <u>50 LOTS--PART OF FIRST RAVINE)</u>				25
<u>VIEW POINT)</u>				
<u>BLOCKS A, B, C, D)</u>				34
<u>BONNIE DOON)</u>				
<u>BLOCKS G, H, & LOT 27)</u>				
<u>BLOCK 7 & LOT 7)</u>				
<u>BLOCK 8)</u>				60
<u>RAT CREEK)</u>	431	1912	150, 380. 00	50
<u>RIVER LOT 2</u> <u>AREA ADJOINING GOLF LINKS</u>		1912	144, 500. 00	35
<u>ATHLETIC PARK</u> (N. E. 1/4 SEC. 20-52-24 W. 4TH M.		1912	37, 387. 00	19
<u>RIVER LOT 6</u> <u>BLOCK B</u>		1912	60, 347. 00	2
<u>RIVER LOT 9</u> <u>BLOCK 172</u>		1912	15, 000. 00	3
<u>RIVER LOT 24/26</u> (PORTION VIRGINIA PARK)		1912	2, 100. 00	3
		1912	4, 500. 00	5
<u>PROPERTY BETWEEN JASPER</u> <u>AVE. & ROWLAND ST.</u>		1912		3
<u>RUTHERFORD PARK SUBDIVISION</u>			10, 000. 00	5
<u>CROMDALE PLACE</u> <u>LOT S. OF BLOCK 27</u>		1913	12, 500. 00	26
<u>KENNEDALE</u> <u>BLOCKS A, B, C</u>		1914)		
<u>INDUSTRIAL HEIGHTS</u> <u>BLOCKS 15 & 16</u>		1914)	11, 524. 00	34
<u>PARK IMPROVEMENT</u>	321	1911	7, 000. 00	
<u>PARK IMPROVEMENT</u>	559	1914	121, 180. 00	
<u>RIVER LOT 22</u> <u>PORTION BETWEEN JASPER</u> <u>AVE. & RIVER</u>		1914	9, 500. 00	9
<u>BLOCK B</u>		1911	7, 000. 00	2
TOTAL			1, 462, 864. 00	901

N. A. NOT AVAILABLE

a)

b) COMBINED ACREAGE

SOURCE: CITY OF EDMONTON LAND DEPARTMENT FILES

APPENDIX XVI

LANDS DONATED TO THE CITY OF EDMONTON FOR PARK PURPOSES 1911-1914

DESCRIPTION	YEAR ACQUIRED	AREA IN ACRES	REMARKS
ALLENDALE Blocks 48-51, 54, 55	1911	17.0	Donated to the City of Strathcona by Mrs. Elizabeth Allen on the condition that Strathcona name the park "Allendale".
BONNIE DOON, Rutherford Park	1912	9.5	Donated to City of Strathcona by ex-Premier Rutherford
GLENORA Block 81, Lot 1	1912	30.5	Donated by Jas. Carruthers
Block 82, Lots 1 & 2			
Block 83, Lot 3			
Block 85, Lot 1			
Block 87			
Block 91, Lots 1 & 2			
Block 106, Lots 1 & 2			
Block 107, Lot 3			
Block 108, Lots 1 & 2			
Block 109, Lot 1			
Block 117			
Blocks B, C, D, E, F, & G			
VIRGINIA PARK Blocks A & C	1912	13.0	Donated by Darrock Bissel & Co. to be used in perpetuity as a park. Condition - City to buy two portions of lands in Virginia Subdivision
H. B. R. 4 Ornamental Parks		40.0	Donated by Hudson's Bay Co.
Hardisty Park	Between		
Queen Mary Park	May, 1913		
Mount Royal Park	and		
King Edward Park	Oct., 1914		
BEAU PARK Circular plot in centre of subdivision	1913	3.5	
SANTA ROSA Block 10, E. 1/2	1914	4.0	Donated by Saskatchewan & Battle River Land Co. Ltd.
Block 11, W. 1/2			
TOTAL		117.5	

Sources: 1. City of Edmonton Minutes of Council Meetings
2. City of Edmonton Land Department Files

APPENDIX XVII

EXTENSION OF THE CITY OF EDMONTON PARK SYSTEM (INCLUDING MUNICIPAL CEMETERY) - LANDS RESERVED FROM TAX SALES 1918-1945

DESCRIPTION	CERTIFICATE OF TITLE	PLAN NO.	YEAR	AREA IN ACRES
BEECHMOUNT CEMETERY				
BLOCK D, LOTS 1 & 2	178-M-63	4350R		
BLOCK E, LOTS 1-4	75-O-56	4350R	1922-37	
LOTS 9-10				
BLOCK F, LOTS 1-8	97-I-55	4350R	1922-38	
BLOCK G, LOTS 1-8	124-Q-68	4350R	1922-31	
BLOCK I, LOTS 1-11, 18, 19, 21-30	192-G-61	4350R	1922-34	
BLOCK 6, LOTS 1-7, 9-26, 21-30	224-C-72	4350R	1922-36	38.10
	226-O-59			
BLOCK 7, LOTS 1-5, 7-12, 24-30, 32	114-C-76	4350R	1922-38	
BLOCK 12, LOTS 17-19	4350R		1922-38	
BLOCK 18, LOTS 15, 16, 32	4350R		1922-38	
BLOCK 19, LOTS 10-15	4350R		1922-38	
BELGRAVIA				
BLOCK A	258-E-59	6408AP	1924	74.33
BONNIE DOON				
BLOCKS A, B, C,	262-L-63	3737A1	1924	4.60
BLOCKS D, E	237-N-65	3737A1	1925	2.20
BLOCK F, LOTS 1, 3, 11	238-N-65	4791AF	1918-25	
BLOCK O, LOTS 3-13	197-N-65	1796CL	1925	4.60
BLOCK 2, LOTS 16, 17				
BLOCK 5, LOT 11				
BLOCK 6, LOT 7, 8				
BLOCK 9, LOTS 6, 8, 9, 11, 12, 15, 16, 19, 20, 29	76-I-52	3737A1	1921	N.A.
BLOCK 10, LOTS 9, 10				
BLOCK 11, LOTS 12, 13				
BLOCK 12, LOTS 23, 24				
BRIGHTON				
BLOCK B	105-P-59	N.A.	1921	5.55
BRACKMANN KER				
BLOCK 14, LOTS 1 & 2	195-A-85)	4575S	1920 &	
	89-R-50)		1937	
CAPITOL HILL				
BLOCKS 15-16	109-I-57	6878V	1921	7.12
PORTION S. OF SCENIC DRIVE;				
SMALL PARK				
BLOCK A	42-A-77	2845EO	1921	9.59
	43-A-77	6810BF	1932	3.30)
		6878V	1932	4.47)
CENTRE TOWN				
BLOCK 1	31-F-67	6086CL	1924	1.15
EAST EDMONTON				
GARDENS				
BLOCK 6, LOT 8	73-A-76	4421EO	1931	0.10
GLENORA				
BLOCK 1	37-I-55	2804AF	1920	27.80
BLOCK 58, LOT 2	68-O-59	3875P	1924	0.17
BLOCK 88, LOT 1	171-A-71	1280EO	1920	30.40
GROAT ESTATE				
BLOCKS B, C, E	208-V-7	2955EO	1929	13.00
BLOCK 38, LOTS 1-7	207-V-70	XXIIC	1929	1.50
HIGHLANDS GOLF COURSE				
RIVER LOTS 26 & 30;				
BELLEVUE	170-O-59	(26790)		
		(7533AA)		
MT. ROYAL PARK	246-E-72	6184AS)		
MT. ROYAL	246-E-72	1000J)		
H.B.R. BLOCKS A, B, C		3641CL	1930	21.40
BLOCK 11, LOTS 1, 2		"B"	1925	
BLOCK 12, PORTION				
BLOCK 18, LOTS 45-52	160-I-57	4423AJ	1918-22	3.00
LOTS 297-306	260-X-59			
BLOCK 42 (AUTO CLUB)		XI	1923	5.25
JASPER PLACE				
BLOCK 101, LOT 4	221-R-53	4590W	1921	
PARKDALE				
BLOCK 93, LOT 10	134-G-61	"L"	1923	0.30
BLOCK 116, LOT 11	243-N-56	"L"	1918	
BLOCK D		4512BF	1934	
BLOCK 8, LOTS 25-36	52-P-59	5765Q		
QUESNELL HEIGHTS				
PORTION OF N.W. 1/4 SECTION 23-53-25 W. 4th	31-W-63		1918	55.80
RIVER LOT 1, BLOCK A (MAYFAIR GOLF COURSE)		6074AM		147.40
RIVER LOT 2				
BLOCK X, LOT 2		XXIIC	1927	17.50
RIVER LOT 3				
PORTION N. OF WINDSOR & MAYFAIR & W. OF ALBERTA UNIVERSITY GROUNDS		860AO	1931	40.00
RIVER LOT 4				
BLOCK 6, LOTS 1-30	207-N-61	"Q"	1923	4.30
BLOCK 7, LOTS 1-15	147-M-89	"Q"	1923	
BLOCKS C TO J		5011EQ	1932	9.45
RIVER LOT 7				
PORTION BOUNDED BY 110th STREET, S. BANK OF SASKATCHEWAN RIVER 106-F-55	N.A.		1922	20.00
BLOCK 150, LOTS 42-45	45-C-55	7723S	1922	0.44
BLOCK 151, LOTS 1-6	249-M-63	"X"	1924	10.23
BLOCK 152, LOTS 1-9	249-M-63	"X"	1926	
RIVER LOT 8				
N. 1/2 LOTS 55 & 56	125-O-59)		1921	
LOTS 58-60, 64-72	105-G-61)	E1	to	4.97
N. 100 FT. LOTS 73-75	121-O-59)		1924	
PORTION S. OF McDONALD HOTEL	181-U-53	N.A.	1918	5.36
RIVER LOT 9				
BLOCK 175	17-P-59		1922	1.76
BLOCKS 190-193	17-P-59	4400R		
		3139AM	1922	13.57
RIVER LOT 10	56-E-71	"A"	1927	2.40

APPENDIX XVII, cont'd

DESCRIPTION	CERTIFICATE OF TITLE	PLAN NO.	YEAR	AREA IN ACRES
RIVER LOT 11				
BLOCK C	189-H-55	"I"12	1922	N.A.
BLOCK B	155-M-57	6261S	1922)	
BLOCK R)				
BLOCK S)				
BLOCK 4)	184-Q-68	6261S	1926)	
BLOCK 5, LOTS 9-18, 20-34	262-M-63	6261S	1922)	
BLOCK S (E. OF CAL. & EDM. TRAIL)				
BLOCK X	163-N-72	6261S	1929	13.72
BLOCK S, LOT I	259-M-63	XI1	1924	
BLOCK S, LOTS 1-18	242-O-56	5142S	1918	1.46
PORTION OF BLOCK R	260-M-63	15	1924	6.12
PORTION OF BLOCK R	276-G-61	15	1924	0.17
BLOCK C, LOT 32	163-N-72	12	1929	0.96
BLOCK C1N. OF SASK. DRIVE & W. OF CAL. EDM. TRAIL)	189-H-55	112	1920	1.37
RIVER LOTS 12 & 14				
BLOCK 12, LOT 7	57-E-71	N.A.	1929	0.08
RIVER LOTS 13 & 15A				
BLOCK 1, LOTS 7-12	263-M-63)		1918-24)	
BLOCK 2, LOTS 18-20, 22, 24, 25	8-P-56)		1918-23)	
BLOCK 3, LOTS 22, 24	8-P-56)	8057R	1918)	
BLOCK 4, LOTS 1-16	8-P-56)		1918-30)	
BLOCK N	33-K-80)		1934)	
BLOCK 97, LOTS 10-114	164-N-65)	"I"1	1922)	
BLOCK S	200-H-55	6009S	1922)	
BLOCK 105, LOTS 1-15,)	246-G-61	"I"1		
31-37)	118-J-57			N.A.
RIVER LOT 15				
BLOCK 123, LOT A	166-P-73	2154EO	1930	0.23
PORTION OF BLOCK Z	230-D-69	"I"4	1930	27.10
RIVER LOT 17				
(ROSS ACREAGE)				
BLOCK G	7-H-61	"I"1	1922	15.50
BLOCK F		"I"1	1922	17.64
ANDERSON BRICKYARD		I	1923	9.26
PORTION AS DESCRIBED	174-P-54		1922	2.48
IN C. OF T. BLOCKS 1-7	195-N-65)	XII	1925	13.60
BLOCKS 8 & 9, LOTS 8-29	37-L-76)			
BLOCK I, LOTS 1-17		4825AJ	1928	1.06
RIVER LOT 19				
BLOCK X (FORMERLY BLOCKS 7 & 8)	33-L-76	1226AQ	1928	9.26
RIVER LOT 21				
TRIANGLE BETWEEN 95th AVE. & 95th ST.	213-D-76	7258	1922	0.36
PART AS DESCRIBED				
IN C. OF T.	115-O-80		1934	21.47
RIVER LOT 26				
(VIRGINIA PARK)				
PORTION E. OF BLOCK A & W. OF BLOCK 8	141-G-61	4587AK	1923	3.60
BLOCK D	169-O-59	4587AK	1922	3.02
RIVER LOT 27				
PORTION AS DESCRIBED				
IN C. OF T.	282-L-63	N.A.	1924	3.00
RIVER HEIGHTS				
BLOCK 7, LOTS 1-27	234-H-55	2725Q	1920	12.10
RIVER VIEW				
BLOCK 3, LOTS 1, 3, 5, 8 & 9	212-E-54	LXI	1922	1.00
ROSE GLEN AND				
GLEN EDEN				
PART OF N.W. 1/4 OF SECTION 24-53-25 W. 4th, EXCEPT PARCEL B	84-L-61	1883AD	1925	24.73
PART OF S.W. 1/4 OF SECTION 24-53-25 W. 4th	85-L-61	1883AD	1925	62.80
PORTION OF S.E. 1/4 OF SECTION 24-52-25 W. 4th	73-P-59	1883AD	1918-22	23.72
PARCELS A & B	237-R-74	1883AD	1930	10.64
PORTION OF N.W. 1/4 OF SECTION 19-52-24 W. 4th	182-E-71	1883AD	1927	5.36
S.W. 1/4 OF SECTION 30-52-24 W. 4th	74-P-59	1883AD	1922	40.00
RUTHERFORD ADDITION				
PORTION OF SECTION 28-52-24 W. 4th	9-P-56	4812AP	1928	1.20
LOT A	29-P-59	2368Q	1922	
BLOCKS 2, 3, & 6	276-M-63	2368Q	1918-24	5.30
BLOCK 7, LOTS 1-4, 6	197-N-65	1796CL	1925	0.60
S.W. 29				
TRIANGULAR AREA S. OF UNIVERSITY AVE. E. OF 106th ST.			1918	0.20
SHERIFF'S ADDITION				
PORTION OF S.E. 1/4 OF SECTION 28-52-24 W. 4th	67-S-66	N.A.	1927	3.82
BLOCK A, B, C	166-A-91	2000U	1921	2.25
BLOCK B, N. 1/2 BLOCK 4	6-K-57	2000U	1921	3.00
BLOCK 5, LOTS 3-22	6-K-57	2000U	1921	2.00
SPRUCE CENTRE				
BLOCKS 1-6	230-H-55	1820AX	1918-29	25.70
STRATHERN				
BLOCKS A, C, & 25	91-P-59	6447AL	1918-23	5.60
VIEW POINT				
BLOCK 2, LOTS 1-5, 7-12	123-G-61	2282AN	1923	2.33
BLOCK 3, LOTS 1-3, 5-26, 28	76-I-55	2282AN	1918-23	28.95
WESTMOUNT				
BLOCK 2, LOT 8			1925	0.61
WESTGROVE				
BLOCK 7, ACRE LOT 12	15-H-55	LXXII	1920	1.00
BLOCK 12, ACRE LOT 1	15-H-55	LXXII	1920	1.00
WINDSOR TERRACE				
ALL EXCEPT 10 LOTS PRIVATELY OWNED, & BLOCK 35		6075AM	1918-27	107.90
TOTAL				1,244.90

N.A. NOT AVAILABLE

SOURCE: CITY OF EDMONTON LAND DEPARTMENT FILES

APPENDIX XVIII

EXTENSION OF THE CITY OF EDMONTON PARK SYSTEM:
ACQUISITION BY PURCHASE AND EXCHANGE 1915 - 1945

DESCRIPTION	CERTIFICATE PLAN NO. OF TITLE	YEAR PRICE \$	AREA IN ACRES
BEECHMOUNT BLOCK 6, LOT 27	185-C-76	1931 100.00	1.00
BELLEVUE ADDITION (HIGHLANDS GOLF COURSE) AS DESCRIBED IN C. OF T.	4350R	1918- 1930 1,500.00	N.A.
H.B.R. BLOCKS A, B, & C EXCEPT PARCEL X	170-0-59	1573ET	
JASPER PLACE BLOCKS 102, 139 BLOCK 101, LOT 4	364ICL	1930	12.75
NORWOOD BLOCK 82, LOT 9	4590W	1921 1,190.00	11.24
PARKDALE BLOCK B	XLIIIB	1919 600.00	0.10
RIVER LOT 2 BLOCK X	1573ET	1935 10,968.00	9.14
PORTION W. OF MUNICIPAL GOLF COURSE	116-H-66	1927 27,048.00	17.50
BLOCK 6, LOT 12 BLOCK 18, LOT 9 PORTION DESCRIBED IN C. OF T.; BLOCK 13, LOT 5, BLOCK 18, LOT 7	27-M-74	1942 4,250.00	17.27
RIVER LOT 7 WALTER'S LUMBERYARD	116-H-66	1941 4,250.00	16.92
RIVER LOT 8 LOTS 82-87	3139AM	1938 3,750.00	31.09
LOTS 62, 63, 80, & 81		1928 26,169.75	
RIVER LOT 9 PARCEL "A"	249-D-98	1943 4,200.00	0.98
RIVER LOT 11 BLOCK 1, LOTS 13-18 BLOCK S, PART OF BLOCK Z	6261S	1942	
BLOCK C, LOT 32 PORTION OF BLOCK C, N. OF SASK. DRIVE, E. OF CAL. EDM. TRAIL BLOCK X	163-N-72	1929 3,000.00 1929 900.00 1929 509.00 1930 1,400.00	0.96 1.37 4.00

APPENDIX XVIII, CONT.

EXTENSION OF THE CITY OF EDMONTON PARK SYSTEM:
ACQUISITION BY PURCHASE AND EXCHANGE 1915 - 1945

DESCRIPTION	CERTIFICATE PLAN NO. OF TITLE	YEAR PRICE \$	AREA IN ACRES
RIVER LOT 12 & 14 BLOCK A, LOTS 10 & 11	188-G-78	1933 425.00	0.18
BLOCK 1	D 1169B	1933 125.00	
BLOCK 2	C	1933 125.00	
BLOCK 3	C	1933 125.00	17.90
LOTS A, B, C, D LOT IMMEDIATELY E. OF LOT B2	7-K-56	1933 508.30	
RIVER LOT 13 (RIVERSIDE PARK) BLOCKS P, Q, R BLOCKS S, X, Y	114-C-9	1933 532.00	
RIVER LOT 15 BLOCK Z, INCL. MOST S. 6 LOTS	200-H-55 200-H-55	1930 14,117.50 1930	31.10
RIVER LOT 16, 18, 20 LOTS A TO J INCL.	230-D-69	1930 12,750.00	25.00
RIVER LOT 20 PORTION BETWEEN S. SIDE JASPER AVE. & NORTH BANK OF RIVER ACRE LOT ADJOINING ABOVE. PORTION AS DESCRIBED	33-074	1930 N.A.	3.60
RIVER LOT 22 BLOCKS C, E & F	234-G-70	1924 7,250.00	24.60
RIVER LOT 24/26 PORTION AS DESCRIBED	194-L-58	1923 2,500.00	1.00
RIVER LOT 4 BLOCK 8, LOT 25	238-X-34	1915 637.00	2.51
VICTORIA PARK EXTENSION ON WEST SIDE	N.A.	1940 590.00	2.37
VIRGINIA PARK BLOCK 14, LOTS 7 & 8	155-P-82	1936 1,500.00	
WALTERDALE PART OF R. L. 7 & 9 AS DESCRIBED IN C. OF T.	N.A.	1929 27,048.00	34.42
WINDSOR PARK UNSUBDIVIDED AREA N. & W. OF SASK. DRIVE	4587AK	1938 210.00	
BLOCK B	209-B-87	1938 3,750.00	31.09
BLOCK C	N.A.	1931 N.A.	40.00
STRATHCONA CEMETERY PART OF N.W. 1/4 SEC. 17, TP. 52, RANGE 24 W. 4TH M.	N.A.	1931 N.A.	13.70
OUTSIDE CITY LIMITS	N.A.	1931 N.A.	7.36
WHITEMUD	143-3-204	1941 104,068.00	141.52
TOTAL		271,495.55	518.22

N.A. NOT AVAILABLE

SOURCE: CITY OF EDMONTON LAND DEPT. FILES

APPENDIX XIX

PARKLANDS DONATED TO THE CITY OF EDMONTON, 1915 -- 1945

DESCRIPTION	CERTIFICATE OF TITLE	PLAN NO.	YEAR	AREA IN ACRES	REMARKS
<u>BELLEVUE ADDITION</u>					
PORTION BLOCK Z (HIGHLANDS GOLF COURSE)	170-O-59	4393AY 2423CL	1920- 1930	9.21	
<u>GLEN EDEN</u>					
N. W. 1/4 SEC. 24-52-25 W. 4TH M. (S. OF N. SASK. RIVER)	84-L-61	N. A.	1925	27.00	
<u>GLENORA</u>					
BLOCK 70, LOTS 1-10	N. A.	N. A.	1927		DONATED BY MR. W. STEWART, LONDON, ENGLAND, FOR PUBLIC USE AND FOR SPECULATIVE BUILDING
<u>HUDSON BAY RESERVE</u>					
PORTION AS DESCRIBED IN PLAN	N. A.	7848DH	1926	3.88	DONATED BY H. B. C. (SIGNED AGREEMENT)
BLOCK 13, PART OF) LOTS 24, 27 & 28, 87-89)	90-O-77	"B"	1925)		
BLOCK 15, PART OF) LOT 32))		
BLOCK 11, LOTS 85-6) PORTION N. W. 1/4 OF)	132-Z-71	"B"	1929)	0.50	
SEC. 14-53-24 W. 4TH M.			1934	6.56	DONATED BY SWIFT CO. FOR N. EDMONTON COMMUNITY RECRE- ATION PURPOSES--FALLING THIS, LAND SHOULD REVERT TO CO. (SIGNED AGREEMENT)
<u>RIVER LOT 7</u>					
BLOCK 149, LOTS 35-6) BLOCK 150, LOTS 28-) 30, 37, 38, PORTIONS) LOTS 26, 27, 31-34, & 39)	3-T-73 3-T-73	6090U 7723S	1930 1930	1.45	AGREEMENT BETWEEN C. P. R. & CITY OF EDMONTON--SIGNED JAN. 14, 1929-- TO RELEASE CO. AGAINST DAMAGE CLAIM IN CASE EMBANKMENT SHOULD SLIDE
<u>RIVER LOT 8</u>					
PORTION AS DESCRIBED IN C. OF T.	227-Z-76	5011EO	1932	0.64	FORMERLY DOMINION GOVT. ROADWAY TO WHARF
<u>RIVER LOT 10</u>					
PART OF BLOCK A, FORMERLY DOMINION GOVT. WHARF TO E. OF LOW LEVEL BRIDGE	228-Z-76	"A"	1932	0.10	DONATED BY DOMINION GOVT.
<u>RIVER LOT 13</u>					
(RIVERSIDE PARK)					
BLOCK N	N. A.	I	1934	0.50	
<u>RIVER LOT 20</u>					
PARCEL E: ATHLETIC STADIUM (CLARKE)	N. A.	2191EO	1930	28.10	AT FIRST LEASED BY DOMINION GOVT., MAY 26, 1930. SUBSE- QUENTLY DONATED BY DOMINION GOVERNMENT
<u>RIVER VIEW</u>					
BLOCK 3, LOTS 1, 3, 5, 8, & 9, 11 & 12	191-I-57	LXI	1922	1.00	DONATED BY SASK. BATTLE RIVER LAND CO. LTD.
TOTAL				78.94	

N. A. NOT AVAILABLE

SOURCE: CITY OF EDMONTON LAND DEPARTMENT FILES

APPENDIX XX

CITY OF EDMONTON'S BY-LAWS --
PASSED TO AMEND BY-LAW NO. 26 (1933)

NO. OF AMENDM.	BY-LAW NO.	DATE PASSED	NO. OF AMENDM.	BY-LAW NO.	DATE PASSED
1	776	Dec. 20, 1934	33	1119	Oct. 22, 1946
2	789	May 27, 1935	34	1127	July 14, 1947
3	807	Oct. 16, 1935	35	1128	Mar. 24, 1947
4	821	Mar. 9, 1936	36	1134	July 14, 1947
5	827	Apr. 15, 1936	37	1160	Feb. 9, 1948
6	830	May 26, 1936	38	1165	July 12, 1948
7	834	Jan. 14, 1937	39	1167	Sept. 13, 1948
8	857	July 2, 1937	40	1169	June 24, 1948
9	862	Oct. 12, 1937	41	1191	Nov. 8, 1948
10	874	Apr. 11, 1938	42	1192	Jan. 10, 1949
11	883	June 13, 1938	43	1194	Jan. 10, 1949
12	913	Dec. 27, 1938	44	1197	Nov. 22, 1948
13	938	July 12, 1939	45	1198	Dec. 13, 1948
14	963	June 24, 1940	46	1200	Feb. 28, 1949
15	964	July 8, 1940	47	1208	Mar. 28, 1949
16	984	Jan. 27, 1941	48	1212	Apr. 25, 1949
17	999	Sept. 22, 1941	49	1216	July 11, 1949
18	1005	Mar. 9, 1942	50	1220	Mar. 28, 1949
19	1012	Nov. 23, 1942	51	1222	Apr. 11, 1949
20	1020	Dec. 28, 1942	52	1223	Mar. 31, 1949
21	1026	May 10, 1943	53	1224	June 13, 1949
22	1058	Aug. 14, 1944	54	1237	June 20, 1949
23	1059	Sept. 11, 1944	55	1238	July 11, 1949
24	1064	Nov. 27, 1944	56	1245	June 20, 1949
25	1072	Mar. 26, 1945	57	1246	Aug. 8, 1949
26	1076	May 14, 1945	58	1252	Sept. 26, 1949
27	1087	Nov. 26, 1945	59	1253	Nov. 28, 1949
28	1096	Jan. 28, 1946	60	1254	Sept. 26, 1949
29	1098	Apr. 8, 1946	61	1277	Dec. 14, 1949
30	1106	Oct. 15, 1946	62	1278	Jan. 9, 1950
31	1108	Oct. 15, 1946	63	1282	Nov. 28, 1949
32	1109	Nov. 25, 1946	64	1284	May 22, 1950
			65	1286	Mar. 13, 1950

Source: City of Edmonton Records

APPENDIX XXI

LAND ASSEMBLY FOR EDMONTON AIRPORT EXTENSION 1941 TO 1945

DESCRIPTION	AREA (ACRES)	COST \$	YEAR BOUGHT	REMARKS
<u>N. W. 1/4 SEC. 17,</u> <u>TP. 53-24 4TH M.</u> BLOCK A	80.46	15,000	1941	FOR EXTENSION N. E. RUNWAY BETWEEN 117TH & 119TH AVES.
<u>N. E. 1/4 SEC. 18, TP.</u> <u>53-24 W. 4TH M.</u> BLOCK B	3.99		1942	FOR EXTENSION 125TH AVE. ALONG N. BOUN- DARY OF EXTENDED AIRPORT
BLOCK B		4,500		
BLOCK D	15.53	N. A.	1942	FOR SITE OF AIRCRAFT ASSEMBLY PLANT OF DEPT. MUNITIONS & SUPPLY
BLOCK C	55.27	N. A. ^a	1942	FOR EXTENSION N. W. RUNWAY
<u>NEW HAGMAN:</u> BLOCK E	9.60	2,163	1942	FOR EXTENSION N. W. RUNWAY. ALL BUT TWO LOTS WERE OWNED BY THE CITY
EXTENSION BETWEEN 117TH & 119TH AVES. TO W. BOUNDARY 107TH ST.		N. A.	1942	TO PROVIDE ACCOMMO- DATION FOR A NUMBER OF BUILDINGS OF THE U. S. A. A. F.
EXTENSION LENGTH OF AIRPORT'S E. BOUNDARY 107TH ST.	92.41	N. A.	1942	AS IMMEDIATELY ABOVE
<u>HUDSON BAY RESERVE:</u> BLOCK 6, LOTS 345-395 BETWEEN 106TH & 107TH STS. & PORTAGE & 118TH AVES.	N. A.	N. A.	1942	AS IMMEDIATELY ABOVE
HUDSON BAY RESERVE: AREA W. OF 106TH ST. FROM 118TH AVE. TO PORTAGE AVE., S. OF KINGSWAY	N. A.	N. A.	1942	AS IMMEDIATELY ABOVE
TOTAL	257.26	21,663		

N. A. NOT AVAILABLE

^a BOUGHT BY FEDERAL GOVERNMENT

SOURCE: CITY OF EDMONTON :
CITY ENGINEER'S REPORTS 1942
COUNCIL MINUTES 1942
COMMISSIONERS' REPORTS TO COUNCIL 1942

APPENDIX XXII

PARKLANDS PURCHASED BY CITY OF EDMONTON IN THE SOUTHWEST
(SOUTH OF THE RIVER) 1946 -- 1966

DESCRIPTION	CERTIFICATE OF TITLE	PLAN NO.	YEAR	PRICE \$	AREA IN ACRES	REMARKS
<u>GLEN EDEN & ROSE GLEN</u>						
(S. W. 1/4 SEC. 24-52-25 W. 4TH M.)						
PORTION OF PARCEL D) PORTION OF PARCEL A)	227-U-149	4090E0) 5975CL)	1954	4,500	8.00	
<u>GRAND VIEW HEIGHTS</u>						
PORTION N. E. 24-52-25 W. 4TH M.	36-X-216	2947NY	1965		23.90	EXPROPRIATED
PORTION S. W. 1/4 SEC. 24-52-25 W. 4TH M.	143-E-190	600MC	1961	8,500	8.13	EXCHANGED
<u>PETROLIA</u>						
PARCEL F (WHITEMUD CREEK AREA)	143-O-204	22NY	1964	104,068	141.52	
PARCEL B) PARCEL C)	107-M-217)	4126MC	1966	91,878	45.18 110.39	
<u>RIVERBEND</u>						
PORTION SEC. 23- 52-25 W. 4TH M.	177-U-191	2478MC	1962	152,420	152.42	
LOT R, S. W. 13-52-25 W. 4TH M.	108-Y-191	5346MC	1962	87,280	87.28	
PORTION N. W. 1/4 SEC. 13-52-25 W. 4TH M. (WHITEMUD CREEK AREA)	7-R-114		1963		78.80	
<u>TERWILLEGAR HEIGHTS</u>						
BLOCK A	178-V-207	645NY	1964	440,000	215.00	EXCHANGED FOR SITE ON BELLAMY HILL-- CHATEAU LACOMBE HOTEL
BLOCK B	127-I-210	645NY	1965	217,140	217.00	
<u>RIVERVIEW</u>						
PORTION AS DESCRIBED IN C. OF T.	35-W-160	1819KS	1956	17,500	13.93	
TOTAL				1,095,786	1,087.62	

SOURCE: CITY OF EDMONTON LAND DEPARTMENT FILES

APPENDIX XXIII

PARKLANDS PURCHASED BY CITY OF EDMONTON IN THE SOUTH AND SOUTHEAST
(SOUTH OF THE RIVER) 1946 -- 1966

DESCRIPTION	CERTIFICATE OF TITLE	PLAN NO.	YEAR	PRICE \$	AREA IN ACRES
<u>FOREST HEIGHTS</u>					
BLOCK 1, LOTS 7-15	237-O-186	5515AE	1961	6,000)	
BLOCK 2, LOTS 16 & 17	168-M-179		1960	3,500)	
BLOCK G	152-T-145	4649HW	1953	49,915)	N. A.
<u>HARDISTY</u>					
BLOCK 35, LOT A	136-X-164	3050KS	1957	6,077	7.9
BLOCK 53	194-C-162	2442KS	1957	2,476	3.0
<u>HOLYROOD</u>					
BLOCK 11, LOTS A & B	191-C-153	5970HW	1955	12,000	5.4
<u>LAVIGNE</u>					
BLOCK 2, LOT 28	131-W-213	8057R	1965	7,200)	
BLOCK 3, LOTS 13 & 14	134-B-187	8057R	1961	6,000)	
LOT 31	208-G-202	8057R	1963	5,000)	N. A.
<u>MARTIN ESTATE</u>					
BLOCK 29, LOTS 29-46	53-L-135	5881AL	N. A.	N. A.	N. A.
LOT 47	208-D-133	5881AL	N. A.	N. A.	N. A.
LOT 48	5-T-132	5881AL	1950	384)	
LOT 49	205-M-132	5881AL	1950	383)	
LOT 50	207-M-132)			383)	
LOT 51	169-L-132)			383)	
LOT 52	206-M-132)			383)	
LOT 53	4-T-132)	5881AL	1950	383)	
LOTS 54-56	204-O-190	5881AL	1962	500)	
BLOCK 10A	122-Z-197	5476MC	1963	257)	N. A.
<u>PAPACHASE</u>					
BLOCK D	233-F-220	5600U	1966	6,000	0.8
<u>RIVER HEIGHTS ADDITION</u>					
BLOCK 3, LOT 23	217-F-159	1032AA	1956	6,500	N. A.
LOT 24	236-B-82				
<u>RIVER LOT 11 (WALTERDALE)</u>					
BLOCK 2, LOTS 28 & 29	193-I-213)		1965	5,300)	
LOT 31	115-Z-203)		1964	5,500)	
LOT 32	111-R-157)		1956	1,900)	
BLOCK 3, LOTS 21 & 22	111-S-212)		1965	16,500)	
BLOCK 5, LOT 1	101-D-176)		1959	4,000)	
LOT 2	221-D-209)		1964	7,150)	
LOTS 7 & 8	243-B-185)		1961	8,000)	
BLOCK 1, LOT 2	47-U-217)		1966	4,500)	
LOT 9	8-M-180)		1960	2,000)	
LOTS 11 & 12	142-E-190)		1961	5,200)	
LOT 5	57-V-175)	6261S	1959	420)	N. A.
LOT 18			1964	5,000)	
BLOCK 2, LOTS 1-4			1962	37,000)	
LOT 5	200-C-201)		1963	4,500)	
LOT 11	63-C-207)		1964	4,750)	
LOT 15	22-W-27)		1964	4,000)	
LOT 16	208-V-203)		1964	7,650)	
LOT 22	65-I-200)		1963	1,500)	
LOT 25	98-B-202)	6261S	1963	4,900)	N. A.
<u>RIVER LOT 17</u>					
BLOCK 13, LOT 3	180-I-189	6530R	1961	1,500	N. A.
<u>RIVER LOT 19</u>					
BLOCK A	181-U-191	1096EO	1961	2,300)	
BLOCK 1, LOT 12	75-Y-189	1226AQ	1961	4,000)	
BLOCK 5, LOT 4	71-X-193	1820AX	1962	3,200)	N. A.
<u>RIVER LOT 21</u>					
LOT 21	163-U-196	6398AJ	1962	1,700	
<u>RIVER LOT 25</u>					
PORTION AS DESCRIBED IN C. OF T.	161-C-162	5515AE)			149.9
<u>RIVER LOT 27</u>					
PORTION AS DESCRIBED IN C. OF T.	161-C-162	6800AK)			51.6
<u>RIVER LOT 29</u>					
PORTION AS DESCRIBED IN C. OF T.	161-C-162	1630AJ)	1956	18,700	40.0
BLOCK 4	176-K-168	500V	1958	3,340	N. A.
<u>RIVER LOT 31 (RIFLE RANGE)</u>					
	100-F-137	7468AJ	1951	11,456	50.8
<u>RIVER LOT 33</u>					
PORTION AS DESCRIBED IN C. OF T.	14-K-148	N. A.	1954	159,000	151.6
<u>STRATHEARN</u>					
BLOCK 26	177-V-207)		1964	3,500)	
BLOCK X (PART)	179-B-115)	6447AL	1946	23,500)	
BLOCK B	211-I-136		1951	1,200)	N. A.
TOTAL				476,890	461.0

N. A. NOT AVAILABLE

SOURCE: CITY OF EDMONTON LAND DEPARTMENT FILES

APPENDIX XXV

PARKLANDS DONATED TO THE CITY OF EDMONTON, OTHER THAN FROM
NEW SUBDIVISIONS AND FROM REPLOTTING, 1946 --1966

DESCRIPTION	CERTIFICATE PLAN NO. OF TITLE	YEAR	AREA IN ACRES	REMARKS
BROOKLYN Block 17, Lot R	176-H-198	1963	N. A.	Donated by Provincial Government
DUGGAN Block Z (Part)	138-Q-187	1961	2	
JASPER PLACE Block 81, Portion Lot 1	230-X-161	1956	N. A.	
MARTIN ESTATE Block 6, Lot 9) Block 8) Block 10	185-G-126 184-G-126	1949 1949	N. A. N. A.	Donated by Federal Government Donated by Federal Government
TERWILLEGAR HEIGHTS Lot R(Whitemud Annex.- ation)	242-J-183	1960	1.5	Donated by Provincial Government
WHITEMUD ANNEX Block 5, Lot R (South Park)	243-J-183	1960	N. A.	Donated by Provincial Government

N. A. Not Available

Source: City of Edmonton Land Department files

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Answers to Inquiries of Council

Correspondence Files:

City Commissioners' Office

Engineering Department

Land Department

Planning Department

District Planning Commission

Land Department Records

Maps and Plans:

Engineering Department

Land Department

Planning Department

Traffic Engineer's Department

Microfilms of documents, plans and maps

Minutes of City Council

Reports submitted to Council from:

Assessor & Tax Collector

Board of Trade

By-laws Committee

Chamber of Commerce

City Engineering Department

City Planning Department

City Commissioners

District & Metropolitan Commission

Edmonton Zoo Advisory Board

Finance Department

Housing Committee

Industrial Committee

Industries Committee

Edmonton Industrial Association

Industrial & Publicity Committee

Joint Industries Committee

Industrial Commissioner

Land Department

Parks & Markets Committee

Parks Committee

Parks Commission

Parks and Recreation Department

Planning Advisory Commission

Power Committee

CITY OF EDMONTON: (cont'd)

Reports Submitted to Council from:

Public Works Committee

Public Relations Division

Specially Appointed Committees

Technical Planning Board

Transportation Committee

Signed agreements and contracts with second parties

CORRESPONDENCE WITH:

Ainlay, H., former Mayor

Hamilton, G.C., former City Commissioner

Hawrelak, W., former Mayor

Roper, E., former Mayor

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 The Town and Rural Planning Act, 1953
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 The Lands Titles Act, 1955
 The Municipal District Act, 1955
 The New Towns Act, 1956
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INTERVIEWS WITH OFFICIALS AND EMPLOYEES OF THE CITY OF EDMONTON:

V. M. Dantzer,	Mayor, City of Edmonton
K. G. Newman,	City Alderman
Mrs. E. Wilson,	City Alderman
J. M. Tweddle,	City Commissioner
H. P. White,	Commission Board Secretary
D. Burrows,	Superintendent, Telephone Department
N. Chumer,	City Planning Department
W. G. Hardcastle,	Former City Planner
J. A. Lapum,	Solicitor, Legal Department
J. Magee,	Engineering Department
C. Z. Monaghan	Superintendent, Electric Light Department
Miss Y. M. Morin,	City Planning Department
V. Pirzek,	Land Department
R. Reid,	City Assessor and Tax Collector
P. Stecyk,	City Assessor's Department
D. Thompson,	Engineering Department
J. Warner,	Superintendent of Land Department
H. F. Wilson,	Solicitor, Legal Department
R. B. Wilson,	Parks and Recreation Department

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